

Planning Department
City and County of San Francisco

KEARNY STREET/COLUMBUS AVENUE PROJECT

Supplemental Draft Environmental Impact Report

94.615E
(FEIR State Clearinghouse #86031123)

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Written comments should be sent to:
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DATE: September 20, 1996

TO: Distribution List for the Kearny Street/Columbus Avenue
Project Supplemental Draft EIR

FROM: Barbara W. Sahm, Environmental Review Officer

SUBJECT: Request for the Final Environmental Impact Report for the
Kearny Street/Columbus Avenue Project (Case Number 94.615E)

This is the Supplemental Draft of the Environmental Impact Report (EIR) for the Kearny Street/Columbus Avenue Project. A public hearing will be held on the adequacy and accuracy of this document. After the public hearing, our office will prepare and publish a document titled "Summary of Comments and Responses" which will contain a summary of all relevant comments on this Draft EIR and our responses to those comments; it may also specify changes to this Draft EIR. Public agencies and members of the public who testify at the hearing on the Draft EIR will automatically receive a copy of the Comments and Responses document, along with notice of the date reserved for certification; others may receive such copies and notice on request or by visiting our office. This Draft EIR together with the Summary of Comments and Responses document will be considered by the City Planning Commission in an advertised public meeting and certified as a Final EIR if deemed adequate.

After certification, we will modify the Draft EIR as specified by the Comments and Responses document and print both documents in a single publication called the Final Environmental Impact Report. The Final EIR will add no new information to the combination of the two documents except to reproduce the certification resolution. It will simply provide the information in one rather than two documents. Therefore, if you receive a copy of the Comments and Responses document in addition to this copy of the Draft EIR, you will technically have a copy of the Final EIR.

We are aware that many people who receive the Draft EIR and Summary of Comments and Responses have no interest in receiving virtually the same information after the EIR has been certified. To avoid expending money and paper needlessly, we would like to send copies of the Final EIR to private individuals only if they request them.

If you would like a copy of the Final EIR, therefore, please fill out and mail the postcard provided inside the back cover to the Office of Environmental Review within two weeks after certification of the EIR. Any private party not requesting a Final EIR by that time will not be mailed a copy. Public agencies on the distribution list will automatically receive a copy of the Final EIR.

Thank you for your interest in this project.

REF 711.4097 K214d

Kearny Street/Columbus
Avenue project :
1996.

KEARNY STREET/COLUMBUS AVENUE PROJECT DRAFT SUPPLEMENTAL ENVIRONMENTAL IMPACT REPORT

TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION	1
I. SUMMARY	4
A. Project Description	4
B. Main Environmental Effects	6
C. Mitigation Measures	13
D. Alternatives to the Proposed Project	16
E. Issues To Be Resolved	20
II. PROJECT DESCRIPTION	21
A. Project Sponsors' Objectives	21
B. Project Location	22
C. Project Characteristics	22
D. History of Project Site	38
E. Project Schedule, Cost and Approval Requirements	40
III. ENVIRONMENTAL SETTING	44
A. Land Use and Zoning	44
B. Urban Design and Site Visibility	48
C. Shadow and Wind	49
D. Historic, Architectural and Cultural Resources	51
E. Transportation	52
F. Air Quality	56
G. Employment and Housing	58
H. Hazards	62
IV. ENVIRONMENTAL IMPACTS	64
A. Land Use and Zoning	64
B. Urban Design and Site Visibility	66
C. Shadow and Wind	67
D. Historic, Architectural and Cultural Resources	80
E. Transportation	81
F. Air Quality	99
G. Employment and Housing	102
H. Hazards	103
I. Growth-Inducing Impacts	104
V. MITIGATION MEASURES PROPOSED TO MINIMIZE POTENTIAL ADVERSE IMPACTS OF THE PROJECT	106
VI. SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED	114

	<u>Page</u>
VII. ALTERNATIVES TO THE PROPOSED PROJECT	115
FEIR Alternatives Not Included in this Document	116
Current Alternatives	117
A. Alternative A: No Project	117
B. Alternative B: Preservation Alternative	118
C. Alternative C: Reduced Housing on Site B	119
D. Alternative D: Office Use on Site B	123
E. Alternative E: Smaller Building on Site A	125
VIII. EIR AUTHORS AND CONSULTANTS; ORGANIZATIONS AND PERSONS CONSULTED	127
IX. DRAFT EIR DISTRIBUTION LIST	131
X. APPENDICES	141
Appendix A: Architectural Resources	A.1
Appendix B: Wind Study	A.4
Appendix C: Transportation	A.6
Appendix D: Air Quality	A.13

LIST OF TABLES

1. Comparison of FEIR Project and Proposed Project	38
2. Project Person-Trip Generation	89
3. Project Vehicle-Trip Generation	90
4. Trip Distribution Patterns	91
5. Intersection Level of Service	93
6. Project Parking Supply, Requirements, and Peak Demand	96
7. Project Regional Emissions in Pounds Per Day	101

LIST OF FIGURES

1. Project Location	23
2. Site A, Kearny Street Elevation	24
3. Site A, Jackson Street Elevation	25
4. Site A, Building Section	26

	<u>Page</u>
5. Site A, Basement Level Parking Plan	27
6. Site A, Ground Floor Plan	28
7. Site A, Second Floor Plan	29
8. Site A, Third Floor Plan	30
9. Site B, Washington Street Elevation	32
10. Site B, Columbus Avenue Elevation	33
11. Site B, Axonometric	34
12. Site B, Basement Level Parking Plan	35
13. Site B, Ground Floor Plan	36
14. Site B, Typical Floor Plan	37
15. Existing Land Uses	46
16. Photographs of Project Sites	50
17. MUNI Routes in the Project Vicinity	55
18. Photomontage of Sites A and B from Columbus/Kearny Intersection	68
19. Photomontage of Site A from Southwest Corner of Portsmouth Square	69
20. Photomontage of Site B from West of Kearny/Washington Intersection	70
21. Photomontage from Nob Hill	71
22. Project Shadow Patterns - March 21	72
23. Project Shadow Patterns - June 21	74
24. Project Shadow Patterns - September 21	75
25. Project Shadow Patterns - December 21	76
26. Closest Approach of Project Shadow to Portsmouth Square During the Hours of Proposition K	78
27. Traffic Study Intersections	92
28. Alternative C, Axonometric	120
29. Alternative C, Elevation	121
30. Alternative C, Section	122



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INTRODUCTION

This document is a supplement to the *Final Environmental Impact Report* (FEIR) for the *Pan Magna Plaza Mixed Use Development* (Case No. 84.533E, certified June 4, 1987). Pursuant to Section 15163 of the California Environmental Quality Act (CEQA) Guidelines, a supplement to an EIR may be prepared when substantial changes are proposed in the project and/or substantial changes have occurred with respect to circumstances under which the project would be undertaken but only "minor additions or changes would be necessary to make the FEIR adequately apply to the project in the changed situation." Since certification, the project has changed from an office/retail project with some housing to a primarily residential project with a school and religious/community uses. The Embarcadero Freeway has also been demolished since the FEIR was certified, with resulting changes in traffic circulation patterns.

In addition, CEQA was revised in 1992 to establish a presumption that demolition or substantial change in an historic resource is a significant environmental effect, requiring preparation of an EIR, and including a definition of an historic resource as one listed in or determined eligible for the California Register of Historic Resources (CEQA Section 21084.1). The Colombo Building has been evaluated by the State Office of Historic Preservation (SOHP) as part of a 1982 North Beach survey, and it has been determined that the building has characteristics that may make it eligible for separate listing in the National Register of Historic Places. As the proposed project continues to propose demolition of this building and as that demolition was not evaluated in the FEIR for historic significance, additional analysis is now needed on this issue, as well as on the revised project and changes in transportation circumstances.

1987 FEIR

The project analyzed in the FEIR was a mixed use development on two sites connected by IIs Lane, a small alley: a 14-story, approximately 165-foot-tall office and residential structure with 96,800 square feet (sq.ft.) of office space, 120 residential units, about 12,100 sq.ft. of retail

space, and 54 independently accessible parking spaces (or 108 valet spaces) at the intersection of Kearny Street and Jackson Street (Site "A"); and an eight-story, approximately 94-foot-tall office building containing about 81,300 sq.ft. of office space, about 9,500 sq.ft. of retail space, and about 15 independently accessible parking spaces (or 31 valet spaces) at the intersection of Washington Street, Columbus Avenue and Montgomery Street (Site "B").

Approved Project

The City Planning Commission ultimately approved Alternative G from the FEIR, a 14-story, approximately 130-foot-tall residential structure with 126 affordable units, about 43,300 sq.ft. of retail space, and 155 independently accessible parking spaces at Site A (proposed uses on Site B were the same under the previously proposed project and Alternative G).

Proposed Project

The currently proposed project would amend the previous approval to include the following uses: on Site A, a 15-story, 140-foot-tall residential structure with 105 units (104 of which are affordable), an approximately 59,000-sq.ft. St. Mary's Catholic Center containing a school and chapel, and 156 independently accessible parking spaces; on Site B, there would be a ten-story, 94-foot residential structure exclusive of mechanical penthouse containing about 70 market-rate units, with about 9,900 sq.ft. of retail uses on the ground floor, and about 85 valet parking spaces. The previously approved office building on Site B is an additional option for that part of the project site.

Supplemental EIR

This Supplemental EIR (SEIR) contains a discussion of the changed environmental conditions which occurred subsequent to certification of the 1987 FEIR, the revised project-specific impacts, and the project's contribution to cumulative impacts.

The environmental topics discussed in this Supplemental EIR follow the same categories identified in the FEIR. Information from the FEIR that is still relevant is identified and is incorporated by reference with a summary pursuant to CEQA Sections 21061 and 21100 (see also State Guidelines Section 15160). The environmental setting and impact discussions in the FEIR related to Land Use and Zoning, Urban Design and Site Visibility, Shadow, and Historic,

Historic, Architectural and Cultural Resources are generally unchanged and are applicable to the proposed project. Conditions in the environmental areas of Transportation, Air Quality, Wind, Employment and Housing, and Hazardous Wastes have changed in the past decade since the FEIR was published. These sections of the FEIR have been substantially revised in this Supplemental EIR. The FEIR is available for public review at the Office of Environmental Review, San Francisco Planning Department, 1660 Mission Street, San Francisco, and at the San Francisco Main Library Science and Documents section.

I. SUMMARY

A. PROJECT DESCRIPTION AND SITE CHARACTERISTICS

The Kearny Street Housing Corporation, the Chinese Community Housing Corporation, the Archdiocese of San Francisco, the St. Mary's Chinese Catholic Center and the Pan Magna Group (collectively, the project sponsors) propose to develop affordable senior housing, market-rate housing, a Catholic Center and St. Mary's Chinese School, and parking. The project sponsors' objectives are to provide affordable housing to elderly City residents, to provide community space for the Chinese and Filipino citizenry, to provide a Catholic Center that would contain the replacement St. Mary's School and religious pastoral and social center, to provide market-rate housing with available parking, to provide a parking garage to meet the demand for parking at the Catholic Center and School and generate revenue to help pay for the building and support operations at the Center, and to complete the project on schedule and within budget.

The project would consist of three buildings: (1) a 15-story residential tower at the intersection of Kearny and Jackson Streets with affordable senior housing, (2) a Catholic pastoral and social center, an elementary school, a Chinese language and cultural school, and a parking garage (Site "A"); and (3) a ten-story building at the intersection of Washington Street, Columbus Avenue and Montgomery Street with market-rate residential units, ground-floor retail and parking (Site "B").

The project site is in the nearly triangular-shaped block bounded by Washington Street, Kearny Street, Jackson Street and Columbus Avenue. Site A is on lots 11 and 13 at the northwest corner of the block and Site B is on lots 4 and 5 at southeast corner of the block. The two sites are connected by IIs Lane. The 18,920-sq.ft. Site A is currently vacant. The International Hotel (I-Hotel), which previously occupied Lot 13 of the site, and the smaller Victory Hotel formerly on Lot 11, were demolished in 1979. The approximately 14,060-sq.ft. Site B currently contains a vacant lot (formerly the site of the 70-room Bell Hotel which was demolished in 1979) and the

two-story, 11,600-sq.ft. Colombo Building, which contains ground-floor retail and second-floor office uses.

The proposed building on Site A would be a 15-story tower on the north end of the site containing 104 units of affordable senior housing and one manager's unit, and several common rooms; and the approximately 59,000-sq.ft. St. Mary's Catholic Center four-story wing on the south end of the site containing about 59,000 sq.ft. with a gym, stage, chapel and multi-use area, school classrooms, library, chapel, pastoral residence, courtyard and roof-top play area. An approximately 154-space parking garage would be on three levels below grade with entrances and exits on Jackson Street. No loading docks are proposed for the project. All loading for the Site A portion of the project would occur in the garage near the elevator or at the curb cutaway in front of the Catholic Center on Kearny Street.

The building on Site B would be about ten stories and would contain about 70 two-bedroom, market-rate residential units and approximately 9,900 sq.ft. of ground floor retail use. There would be a parking garage for about 65 self-park spaces in two levels below grade with access from Washington Street. The main building entrance would be on Columbus Avenue.

The entire project would contain about 164,500 sq.ft. of residential space, 59,000 sq.ft. for the Catholic Center and St. Mary's Chinese School, about 9,900 sq.ft. of retail space, and about 239 parking spaces.

In 1987, the *Final Environmental Impact Report* (FEIR) for the *Pan Magna Plaza Mixed Use Development* (Case No. 84.533E, certified June 4, 1987) proposed a mixed use development: On Site A, a 14-story, approximately 165-foot-tall office and residential structure with 96,800 sq.ft. of office space, 120 residential units, about 12,100 sq.ft. of retail space, and 54 independently accessible parking spaces (or 108 valet spaces); and on Site B, an eight-story, approximately 94-foot-tall office building containing about 81,300 sq.ft. of office space, about 9,500 sq.ft. of retail space, and about 15 independently accessible parking spaces (or 31 valet spaces). This EIR is a Supplemental EIR to the 1987 Final EIR.

The proposed project may be constructed in stages, with the parking garage and housing on Site A to be completed by the end of 1998, followed by completion of the Catholic Center and school in the following year. Site B would also be completed by 1999.

The project would require the following approvals:

- The City Planning Commission must certify the SEIR; amend the existing Conditional Use Planned Unit Development authorization to permit exceptions from certain *City Planning Code* requirements, including rear yard, height, bulk, parking, sun access setback, lot size, street frontage, community garage size, and freight handling; and find the project consistent with the Priority Policies of Section 101.1 of the *City Planning Code* and applicable Objectives and Policies of the *San Francisco General Plan*. The Planning Department must approve demolition and construction permits.
- The Department of Public Works requires that an unobstructed corridor at least 4 feet wide measured from the curb and 10 feet deep be maintained in order that a 10-foot-wide encroachment under the sidewalks surrounding the sites be allowed. Plans will be reviewed by the Department of Building Inspection for compliance with this requirement.
- The Department of Parking and Traffic must approve proposed loading zones (white curbs).
- The Department of Building Inspection must review and approve demolition and construction permits.

B. MAIN ENVIRONMENTAL EFFECTS

LAND USE AND ZONING (Pages 64 to 66)

The historic uses on the sites would not be changed, but the project buildings would be larger than the scale and character of buildings in the surrounding neighborhoods (except for the Financial District), including Chinatown and North Beach.

The proposed uses on Site A would be oriented to the needs of the Chinatown community and would be compatible with other land uses in the immediate area. The proposed uses on Site B would provide housing opportunities for workers in the Financial District, not unlike the Washington/Montgomery Tower located at 555 Montgomery Street, directly across Washington Street from Site B. This would also be considered a compatible land use. The combined development would increase pedestrian activity in the vicinity, due to the increased on-site population and the activities proposed.

The basic Floor Area Ratio (FAR) for the Chinatown Residential/Neighborhood Commercial (CR/NC) District is 1.0:1; the FAR for the Chinatown Community Business (CCB) District is 2.8:1. These FAR limits would not apply to the proposed project, in accordance with Section 124(a)&(b), which provides that in Chinatown Mixed Use Districts the residential and institutional

(school and chapel) portions of the project would be exempt. The underlying FAR of 10.0:1 would apply to the garage and commercial uses.

URBAN DESIGN AND SITE VISIBILITY (Pages 66 and 67)

Construction of a 15-story structure on the vacant Site A, demolition of the two-story Colombo Building, and construction of a ten-story structure on Site B, would alter the scale, facade rhythm, and urban texture of the project block and its vicinity (the same effect noted in the FEIR). The project would represent a departure in form and scale from the existing development on the project block; it would be similar to newer high-rise and mid-rise structures primarily located to the south. The proposed residential tower on Site A would be about three to five times the height of prevailing development on the project block and, in general, throughout the North Beach, Chinatown and Jackson Square districts. The project would step down in height from the Financial District, providing a transition in the scale between the Washington/Montgomery Tower, the Holiday Inn and the 850-foot Transamerica Pyramid, and the six-story 900 Kearny Building and the seven-story Columbus Tower building north of the project.

The project buildings could block some views of occupants in nearby buildings; however, these are private views and not public panoramic vistas. The project would be visible from medium- and long-range view points to the north and west. From Telegraph Hill and Nob Hill, the project would be visible as part of a group of existing high-rise structures of the Financial District. In some short- and mid-range views, the two project structures would alter the small-scale character of the area.

SHADOW AND WIND (Pages 67 to 79)

Due to the existing high-rise buildings near the project site, the proposed project would cast little new shadow during all times of the day and year. The project is designed to cast no new shadow on any property under the jurisdiction of the Recreation and Park Department and would thus not be in conflict with Proposition K, the Park Shadow Ban Ordinance.

The project would cause wind to decrease at six of the 13 locations measured in the wind tunnel. Winds would be unchanged at four locations and would be increased at three locations. Winds would exceed 11 m.p.h. at six locations, where the existing winds already exceed 11 m.p.h. There would be no violations of the 26 m.p.h. hazard criterion.

HISTORICAL, ARCHITECTURAL AND CULTURAL RESOURCES (Pages 80 to 81)

Construction on Site B would require the demolition of the Colombo Building, which is rated "3" in the 1976 Department of City Planning Architectural Inventory, was surveyed by the Foundation for San Francisco's Architectural Heritage and given a rating of "B*," and was recommended by the Landmarks Preservation Advisory Board for San Francisco City Landmark Status in May 1984, but was not formally designated. The building has been deemed potentially eligible for National Register Status as an Historic Building by the State Office of Historic Preservation (SOHP).

Archaeological investigation conducted for the sites indicates the presence of significant cultural resources on both Site A and Site B from the Spanish-Mexican to Gold Rush periods. These resources would be disturbed with the construction of the project.

TRANSPORTATION (Pages 81 to 99)

The proposed project would generate a total of about 4,485 weekday daily person-trips (2,300 for Site A and 2,185 for Site B), and 319 weekday PM peak hour (4:30 p.m. to 5:30 p.m.) person-trips (140 for Site A and 179 for Site B).

The weekday daily and PM peak hour *vehicle*-trip generation was estimated for employees, visitors, and residents of the proposed project. A total of 842 total daily vehicle trips would be generated (405 for Site A and 317 for Site B), of which 101 vehicle trips (74 for Site A and 27 for Site B) would occur during the weekday PM peak hour.

Seven signalized intersections in the project vicinity were studied to determine the potential effects of project-generated traffic, including Broadway/Columbus Avenue, Jackson Street/Kearny Street, Jackson Street/Columbus Avenue, Washington Street/Kearny Street, Washington Street/Montgomery Street/Columbus Avenue, Clay Street/Battery Street, and Washington Street/Embarcadero Roadway. The analysis considered weekday PM peak-hour (4:30-5:30 p.m.) travel conditions at the study intersections under three scenarios (existing, existing-plus-project, and year 2010 cumulative-plus-project). Under existing conditions all seven study intersections operate at Level of Service (LOS) B, an acceptable LOS. The addition of project-generated traffic would increase intersection delays by an average of 0.5 seconds, but would not cause a change

in LOS. Therefore, all study intersections would continue to operate at acceptable levels of service in the weekday PM peak-hour.

Cumulative growth forecasts to year 2010 were based on an annual growth rate of one percent, or 16.1 percent over 15 years. Under cumulative conditions with the project, all study intersections would experience small increases in delays (averaging 1.2 seconds), but all would continue to operate at LOS B in the weekday PM peak-hour, an acceptable service level. This would therefore be considered a less-than-significant impact.

The site is well-served by local and regional transit carriers. Transit stops for approximately 12 MUNI bus lines are within walking distance of the project site, including three at the project block itself. The proposed project would generate approximately 75 transit trips (50 inbound and 25 outbound) during the weekday PM peak hour. Most MUNI lines, whose maximum load points occur near the project site, currently operate near or above peak load factor standards. These lines include 1-California, 9AX-San Bruno 'A' Express, 30-Stockton, 45-Union-Stockton, and 83-Pacific. The project would generate about 41 transit trips (or 55 percent of the total 75 trips) spread among 84 buses on these five lines, which would yield an average of less than one or about 0.49 riders per vehicle. This increase would not have a significant impact on transit service.

A pedestrian crosswalk analysis was conducted at the intersections of Kearny/Jackson and Kearny/Washington to determine weekday PM peak hour conditions under the existing-plus-project scenario. Under existing and existing-plus-project conditions, all study pedestrian facilities operate or would operate at LOS B or better. This is considered an acceptable service level, and no corrective measures would be required. Pedestrian access to the proposed Site A building would occur mid-block along the Kearny Street frontage and from a curb cut drop-off area. Pedestrian access to the proposed Site B building would occur mid-block along the Columbus Avenue frontage; internal access would also occur from within the parking garage.

Based on a survey of 18 parking facilities in the study area (consisting of 2,043 parking spaces), off-street parking occupancy for the entire study area is estimated to be approximately 91 percent during the weekday midday period (1:00 to 3:00 p.m.). On-street parking in the project study area is primarily available at one-hour and two-hour meters, which are typically well utilized and have a high turnover rate.

The *City Planning Code* requirement for the proposed project would be 91 parking spaces (70 for Site B and 21 for Site A). The project's weekday peak parking demand, calculated utilizing San Francisco Planning Department methodology, was estimated to be 150 parking spaces (140 for Site B and 10 for Site A). The proposed project would provide a total of 239 off-street parking spaces, of which 154 spaces would be provided at Site A and 85 would be provided at Site B. Of the 154 spaces at Site A, 147 would be publicly accessible and the remaining seven would be residential. The 85 spaces at Site B would be valet residential spaces, and no parking would be provided for proposed retail uses.

The parking demand for four spaces created by the school could be met in the 147-space publicly accessible parking provided on Site A. The parking demand for six spaces created by the elderly housing component would be met by the proposed supply of seven residential spaces. The demand for 35 parking spaces created by the proposed retail uses at Site B could be met in the 147-space parking garage provided on Site A, or in other nearby (off-site) parking facilities (the parking survey indicates that there are approximately 185 spaces available in the area during the midday peak period). Based on the currently proposed supply, there would be an unmet parking demand for 20 spaces generated by the residential component of Site B.

Site A is located within the Chinatown Residential Neighborhood Commercial District. As such, the school component at Site A is exempt from off-street parking requirements (Section 161). The proposed project would, however, be required to provide 21 parking spaces for the elderly housing component at Site A. The project would therefore provide 14 fewer parking spaces at Site A than required by the *City Planning Code*. Site B is located within the Chinatown Community Business District. As such, the retail component at Site B is exempt from off-street parking requirements (Section 161). The proposed project would, however, be required to provide 70 parking spaces for the residential component at Site B; the 85 valet spaces proposed would meet this requirement.

It is estimated that Site A would generate approximately 7.7 deliveries per day, which is equivalent to a demand for 0.35 spaces in an average hour and 0.44 spaces in the peak hour. Site B is estimated to generate approximately 4.3 daily deliveries, equivalent to 0.20 spaces/average hour and 0.25 spaces/peak hour. Delivery vehicles would consist primarily of vans and two-axle trucks. The *City Planning Code* requires one off-street loading space to be provided at the project site. The project is not proposing any spaces since van loading for Site A

would be accommodated within the Site A garage (accessible via Jackson Street) and loading for Site B could also occur within the Site B garage (accessible via Washington Street), and one loading zone would be requested for Site B either on Washington Street or Columbus Avenue. Neither garage could accommodate large trucks, such as moving vans.

Temporary construction-related transportation impacts would result from construction employees and truck movements to and from the site during demolition of the Colombo Building (Site B), excavation of new garages and foundations, and building activity. Project construction would require approximately 22 to 24 months. While most construction staging would occur on-site, it is anticipated that sidewalk closures would be required around the site (Kearny Street, Jackson Street, Washington Street and Columbus Avenue), and that adjacent curb lanes would be occupied to provide pedestrian detours or that pedestrians would be routed to sidewalks across the street. Temporary relocation of bus stops adjacent to the site may also be required, subject to MUNI review and approval. Double parking of trucks along Kearny Street may also be required for trucks unloading materials to Site A and along Columbus Avenue for Site B. Lane and sidewalk closures are subject to review and approval by the Department of Public Works (DPW). A revocable encroachment permit from DPW would be required if materials storage and/or project staging occurred within IIs Lane, one of two stub streets located within the project block.

Any truck traffic occurring during the hours of 7:00 to 9:00 a.m. and 3:30 to 6:00 p.m. would coincide with peak-hour traffic and could temporarily impede traffic flow. The impact of lane closures and construction truck traffic would be a lessening of the capacities of streets, slowing movement of traffic (including MUNI buses). Lane blockage on Kearny Street by queued trucks, if it were to occur, would reduce the capacity of this street and interfere with the operation of transit vehicles. Limiting truck movements to the hours between 9:00 a.m. and 3:30 p.m. (except for special circumstances, such as specific construction activities that cannot be accommodated during a 6.5-hour time frame) would minimize disruption of the general flow of traffic on adjacent streets during AM and PM peak periods.

AIR QUALITY (Pages 99 to 102)

Project-related vehicular traffic would not have a significant effect on air quality. The project would contribute less than one percent to the transportation-related emissions inventory for San Francisco, which is below the one-percent threshold of potential significance. However,

emissions of particulates generated by the project together with cumulative development , would increase particulate concentrations, which would increase the frequency of fine particulate matter standard violations in San Francisco, with proportionally increased health effects and reduced visibility.

EMPLOYMENT AND HOUSING (Pages 102 and 103)

At full operation, the project would accommodate approximately 50 permanent full-time jobs for retail, school, Catholic community and social center, and janitorial/service functions. The approximately 40 employees currently on Site B would be displaced. The project would provide 104 low-income senior citizen housing units and 70 market-rate housing units.

HAZARDS (Pages 103 and 104)

Past land uses and placement of fill material on the sites following the 1906 earthquake and fire have resulted in some subsurface contamination. Preliminary sampling and analysis of soils on the sites have indicated that lead is present at levels that may be considered hazardous. During construction activities, there is the potential to expose workers and the public to contaminated soils, particularly through release of contaminated dusts or vapors. Also, during site excavation, underground tanks may be encountered that would require removal pursuant to the City's tank removal ordinance. The presence of lead will necessitate the implementation of health and safety measures, dust control procedures, and proper disposal of the excavated material. These measures would be described in a Site Mitigation Plan (SMP). Project implementation would reduce hazards by treatment and/or removal and disposal of hazardous wastes presently on the site.

GROWTH-INDUCING IMPACTS (Pages 104 and 105)

The project would not be expected to generate growth-inducing effects. Because the project would be built in a developed urban area, no expansion of the municipal infrastructure not already under consideration would be required to accommodate new development and increased employment due to, or induced by, the project.

C. MITIGATION MEASURES

Primary measures that would mitigate potentially significant environmental effects are presented below. A full recitation of mitigation measures proposed as part of the project or under consideration by the project sponsor, and those under the jurisdiction of other agencies is presented on pages 106 through 113. Mitigation measures marked by an asterisk (*) are from the FEIR.

MEASURES PROPOSED AS PART OF THE PROJECT

Cultural Resources

- The project sponsors would retain the services of an archaeologist.

Site A: Because planned construction would entail excavation and topographic modification to depths that would exceed the level of previous subsurface archaeological investigations, the project sponsors have agreed to retain the services of an archaeologist who would conduct a focused program of systematic on-site monitoring and data recovery procedures during excavation of Site A. During the monitoring program, the project sponsors would designate one individual on-site as its/their representative. This representative would have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources, should they be encountered.

Should evidence of cultural resources of potential significance be found during the monitoring program, the archaeologist would document, preserve, and recover the cultural material. The archaeologist would prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration, and/or recovery program was conducted.

- * **Site B:** Given the location and depth of the excavation proposed, and the likelihood that archaeological resources would be encountered on the project site, the project sponsors have agreed to retain the services of an archaeologist. Following demolition of the Colombo Building, but during removal of foundation materials if determined necessary by the archaeologist, as well as during excavation, the archaeologist would carry out a pre-excavation testing program to better determine the probability of finding cultural and historical remains. The testing program would use a series of mechanical, exploratory borings, or trenches, and/or other testing methods determined by the archaeologist to be appropriate.

If, after testing, the archaeologist determines that no further investigations or precautions are necessary to safeguard potentially significant archaeological resources, the archaeologist would submit a written report to the Environmental Review Officer (ERO), with a copy to the project sponsors. If the archaeologist determines that further investigations or precautions are necessary, he/she shall consult with the ERO and they shall jointly determine what additional procedures are necessary to minimize potential effects on archaeological resources.

These additional mitigation measures would be implemented by the project sponsors and might include a program of on-site monitoring of all site excavation, during which the archaeologist would record observations in a permanent log. The monitoring program, whether or not there are finds of significance, would result in a written report to be submitted first and directly to the ERO, with a copy to the project sponsors. During the monitoring program, the project sponsors would designate one individual on-site as its/their representative. This representative would have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources should they be encountered.

Should evidence of cultural resources of potential significance be found during the monitoring program, the archaeologist would immediately notify the ERO, and the project sponsors would halt any activities that the archaeologist and the ERO jointly determine could damage such cultural resources. Ground disturbing activities which might damage cultural resources would be suspended for a total maximum of four weeks over the course of construction.

After notifying the ERO, the archaeologist would prepare a written report to be submitted first and directly to the ERO, with a copy to the project sponsors, which would contain an assessment of the potential significance of the find and recommendations for what measures should be implemented to minimize potential effects on archaeological resources. Based on this report, the ERO would recommend specific mitigation measures to be implemented by the project sponsors. These additional mitigation measures might include a site security program, additional on-site investigations by the archaeologist, and/or documentation, preservation, and recovery of the cultural material.

Finally, the archaeologist would prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration, and/or recovery program was conducted.

Should human remains of Native American origin be encountered during excavation or construction activities and to assure preservation and protection of remains in a respectful manner, the project sponsors would contact the County Coroner's office and the Native American Heritage Commission, pursuant to the procedures set forth in Section 7050.5 of the *Health and Safety Code* and Sections 5097.9 to 5097.99 and 509.991 of the *Public Resources Code*.

- Prior to the demolition of the Colombo Building, the building could be documented for the Historic American Buildings Survey (HABS). HABS documentation would be planned in advance in a conference between the preparer and officials of the National Park Service in order to match the level of documentation to the specific building. For the building, a full set of drawings, large format archival photography, and a written history would be appropriate.

Transportation

- * ● Generally during the construction period, construction truck movement would be permitted only between 9:00 a.m. and 3:30 p.m. to minimize peak-hour traffic (including transit) conflicts except for specified special construction activities that cannot be carried out in a 6.5-hour time frame. The project sponsors and construction contractor(s) would

meet with the various City agencies to determine feasible traffic mitigation measures to reduce traffic congestion, including transit disruption (for example, potential relocation of bus stops), and pedestrian circulation impacts during construction of this project and other nearby projects that are planned for construction or which later become known. An exception would be made during underpinning, shoring and excavation to permit construction truck movements between 7:00 a.m. and 3:30 p.m. and during the approximately 20 hours for continuous pour of the mat foundation. Prior to issuance of foundation permits, project sponsors would consult with the Department of Parking and Traffic to establish a route for truck traffic that would cause the least interference with morning commute traffic on City streets.

Hazards

- The project sponsors have agreed to prepare a soils investigation report for the project site by a qualified consulting firm (with California-licensed Geotechnical Engineers). As part of the study, the soils would be tested for the presence of any hazardous contamination that might be found at the project site, including PCB-containing materials. In the event that any hazardous wastes are identified which exceed the State and Federal standards (including acceptable levels of petroleum hydrocarbons at Class II or III landfills), the project sponsors would agree to implement a Site Mitigation Plan (SMP) prepared by the consultant. The SMP would detail the specific treatment of wastes, including sampling, monitoring and other soil handling procedures to be performed by a licensed contractor in accordance with the State and Federal regulations and the site-specific health and safety requirements. Remediation of any hazardous contamination that might be found at this property could be under the supervision of the San Francisco Department of Public Health, if accepted by that Department, as delegated by the California EPA Department of Toxic Substances Control (DTSC) pursuant to SB 1248; if the City Health Department did not choose to accept supervision, then the activity would be supervised by the DTSC. The SMP would also include implementation of a health and safety plan for workers on the site and a notification on the site for construction workers regarding location and type of contamination present. After the project site has been remediated, the consultant that prepared the SMP would certify that the site is clean and useable for the proposed project.

Construction Air Quality

- * ● The project sponsors would require the contractor(s) to spray the site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand, or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that nonpotable water be used for dust-control activities. Therefore, the project sponsors would require that the contractor(s) obtain reclaimed water from the City Clean Water Program for this purpose.

Geology

- One or more geotechnical investigations by a California-licensed geotechnical engineer are included as part of the project. The project sponsors and contractor would follow the recommendations of the final geotechnical report(s) regarding any excavation and construction for the project.

MEASURES THAT COULD BE IMPLEMENTED BY OTHER AGENCIES

- * ● Work schedules of Pacific Gas and Electric Company and other utilities requiring trenching could be coordinated, so that street disruption would take place during weekends and off-peak hours. This should be done through the San Francisco Committee for Utility Liaison on Construction and Other Projects (CULCOP). In-street utilities should be installed at the same time as the street is opened for construction of the project to minimize street disruption.

D. ALTERNATIVES TO THE PROPOSED PROJECT (Pages 115 to 127)

The Alternatives to the Proposed Project section of this EIR describes alternatives contained in the 1987 Final EIR and their current relevance, identifies alternatives to the currently proposed project, discusses environmental impacts associated with these alternatives, and gives reasons the alternatives were rejected in favor of the proposed project. Regardless of the sponsors' reasons for rejection, the City Planning Commission could approve an alternative instead of the proposed project if the Commission believed the alternative would be more appropriate for the site.

The 1987 Final EIR contained seven project alternatives, including:

- A: No Project Alternative
- B: Code Conforming (with Conditional Use) Alternative
- C: Preservation Alternative
- D: Code Conforming 40 Ft. (No Conditional Use) Alternative
- E: Increased Housing Alternative
- F: Chinatown Resource Center and Asian Neighborhood Design Alternative
- G: Reduced Office Space Alternative

Alternatives B, D, E, and F are no longer considered relevant in the context of this Supplemental EIR, either because they responded to *City Planning Code* provisions no longer in effect or because the current preferred project carries out much of the intent of the former alternatives.

Alternatives A, C, and G are considered relevant to the current project, and in addition, two new alternatives — a smaller building on Site A and reduced housing on Site B — have been added and are described below in the context of the current project alternatives.

CURRENT ALTERNATIVES

Alternative A: No Project

This alternative would entail no physical change to the site as it now exists. Site A would remain an excavated, vacant parcel. On Site B, the Colombo Building would be retained, and the adjacent excavated parcel would remain vacant. Alternative A in the FEIR was also a No Project Alternative, which would have retained the site as it existed in 1987. This alternative would not preclude redevelopment of all or part of the project site in the future, with larger or smaller development than the project as proposed.

If this alternative were implemented, none of the impacts associated with the proposed project would occur. In general, the environmental characteristics of the current No Project Alternative would remain as described in the Environmental Setting of this report. There would be no effects on architectural resources, as the Colombo Building would not be demolished.

Alternative B: Preservation

Alternative B for this SEIR would be similar to Alternative C for Site B in the 1987 FEIR: the Colombo Building would be retained, an additional floor would be added to the Colombo Building covering 75 percent of the building footprint, and a new seven-story office building would be constructed on the vacant portion of Site B. (The FEIR alternative was for an eight-story building, which would have cast shadows on Portsmouth Square, representing a violation of the Shadow Ban Ordinance.) The proposed project for Site A would remain in this alternative. This alternative would include a total of approximately 41,000 sq. ft. of office space, 80,000 sq. ft. of residential space (105 units as for the proposed project), 9,500 sq.ft. of retail space, and 154 parking spaces on Site A and 31 spaces on Site B).

The primary objective of Alternative B is preservation of the Colombo Building, which may be potentially eligible for listing in the National Register. In order to develop the site and preserve the Colombo Building, the western portion of Site B would include a new building. The office

space in this alternative would generate a higher daily on-site population, a higher level of pedestrian activity, and a greater secondary effect in terms of potential growth inducement and employment than the proposed project.

Office space would generate a lower level of peak hour trip generation, parking demand and transit ridership than the proposed project. Consequently, traffic and air quality effects on local intersections would be about the same or lower under this alternative than the proposed project. There would be a housing demand of about 14 units generated by office workers. The seven-story structure on Site B would not cast new shadow on Portsmouth Square.

Effects related to geology and hydrology would be less than those of the proposed project because the excavation on Site B would be less than the proposed project. The impact on prehistoric cultural resources could still occur on portion of Site B for the new structure; however, the historic architectural resources of the Colombo Building would be preserved and enhanced as the project would restore the architectural integrity of the structure.

Alternative C: Reduced Housing on Site B

Under Alternative C, Site A would be developed with the same uses as the currently proposed project, and Site B would be developed with less housing than currently proposed. On Site B, this alternative would include 46 market-rate housing units, compared to 70 under the proposed project, and 50 parking spaces, compared to 65 under the proposed project. The new building at Site B would be seven stories and 74 ft. in height, compared to 10 stories and 94 ft. in height under the proposed project.

Loss of the Colombo Building would remain a significant impact under this alternative. Other impacts of this alternative would be slightly less than the proposed project as there would be 24 fewer residential units. The urban design, visual quality and shadow impacts under this alternative would be slightly reduced as the building would be 20 ft. lower. This alternative would generate fewer overall trips than the proposed project and there would be lower traffic-related air quality impacts. This alternative would have fewer residents. The effects related to geology and hydrology and potential subsurface cultural resources would be less than those of the proposed project because excavation would be limited to the existing level below grade. There would also be a corresponding reduction in demand for public services and energy.

As the proposed project would not cause any significant environmental impacts, this alternative would not reduce any significant effects.

Alternative D: Office Uses on Site B

Under this alternative, Site A would be developed with the same uses as the proposed project, and Site B would be developed with office and retail rather than housing uses. On Site B, this alternative would include 81,300 sq. ft. of office space, 9,900 sq. ft. of retail space, and 31 parking spaces. This alternative is similar to Alternative G for Site B in the FEIR, which was the approved project following certification of the Final EIR.

From a land use perspective, Alternative D would be a more intense development than the currently proposed project. It would generate a higher level of pedestrian and vehicular activity, have a larger daytime population, and generate a greater secondary effect in terms of growth inducement and employment.

Alternative D would cause the same historic architectural impacts as the proposed project because the Colombo Building would not be retained and restored. The same archaeological impacts would occur and mitigation measures would be necessary.

All study intersections would continue to operate at LOS B or better under this alternative, as they would with the proposed project. Under Year 2010 cumulative traffic conditions (including this alternative), LOS B would be maintained at all study intersections except Jackson/Columbus, where traffic flow would degrade to LOS C. This level of service, however, is still considered acceptable. The alternative proposes 31 valet parking spaces, leaving an unmet demand for 107 parking spaces, which could be accommodated by public parking proposed at Site A, or by other public parking lots in the study area. However, if parking is unavailable, some vehicle trips could shift to transit trips, thus affecting the already overcrowded transit lines.

Air quality, energy and noise effects associated with on-site uses under this alternative would be slightly higher than the proposed project due to the increase in peak hour vehicle traffic, but would not be substantial enough to cause new significant effects.

Alternative E: Smaller Building on Site A

Under this alternative, Site A would contain 58 residential units, a parking garage with 154 spaces, the same number as the proposed project, and smaller Catholic Center and School than the proposed project in a six-story building covering the entire site. Site B would be developed with the same uses as the currently proposed project.

For Site A, this alternative would be less noticeable than the proposed 15-story tower and would create less of an effect on the scale and urban texture of the project vicinity.

The less intense uses on Site A and the residential uses on Site B would generate fewer vehicle trips than the proposed project and less air pollutant emissions and traffic noise associated with on-site uses. The same historic architectural impacts on Site B would occur with this alternative, and the loss of the Colombo Building would remain a significant impact. The wind and shadow effects on Site A would be substantially reduced with the smaller building. The effects related to geology and hydrology and potential subsurface cultural resources would be the same as those of the proposed project.

E. ISSUES TO BE RESOLVED

The project site has been controversial since the tenants were evicted in 1977 at the International Hotel (a low-cost, long-term residential hotel occupying the northern lot on the project's Site A), and the hotel was demolished in 1979. The 104 affordable units on Site A are designed to meet the need for low-income senior housing.

Issues to be resolved include the demolition of the Colombo Building on Site B and the relationship of the project to Chinatown and the Jackson Square Historic District. The City Planning Commission (or the Board of Supervisors upon any appeal of Conditional Use authorization) will decide whether to approve or disapprove the proposed project after review and certification of the EIR. In selecting or rejecting project alternatives, decision makers may also make use of other information in the public record.

II. PROJECT DESCRIPTION

A. PROJECT SPONSORS' OBJECTIVES

The proposed project would create a mixed use development containing affordable senior housing, an elementary school, a Chinese language and cultural school, a religious pastoral and social center, and a parking garage at the intersection of Kearny and Jackson Streets (Site "A"); and market-rate housing, ground floor retail and parking at the intersection of Washington Street, Columbus Avenue and Montgomery Street (Site "B"). The project sponsors for the various components are: Elderly Housing, The Kearny Street Housing Corporation and the Chinese Community Housing Corporation (Site A); Schools and Garage, The Archdiocese of San Francisco and St. Mary's Chinese Catholic Center and Schools (Site A); and Market Rate Housing, the Pan Magna Group (Site B). The project sponsors have the following objectives:

- Provide 104 affordable housing to very low-income elderly City residents on Site A consistent with the Housing and Urban Development financing commitment
- Provide community space for the Chinese and Philippine citizenry
- Provide a Catholic Center within Chinatown that would contain St. Mary's Chinese School (replacing the school facilities formerly located in Chinatown at Stockton and Clay Streets and temporarily located at Guadalupe Church on Broadway and Mason Street), with gymnasium and outdoor space on-site, and a religious pastoral and social center on Site A
- Provide a parking garage on Site A that would meet the parking demand for the Catholic Center, St. Mary's School, and housing; generate revenue to pay for the construction and maintenance of the garage; and help support operations for the Catholic Center
- Provide market rate housing with available parking on Site B and realize reasonable land value of the property
- Complete the project on schedule and within budget
- Provide a complementary mix of market-rate and affordable housing and community facilities at a single location

Gordon H Chong + Associates of San Francisco is the lead project architect for Site A, assisted by Herman Stoller Coliver Architects, Tai Associates/Architects and Greg Rojas Architects; James Titus is the architect for Site B.

B. PROJECT LOCATION

The proposed project would be located on Lots 4, 5, 11 and 13 of Assessor's Block 195 adjacent to City's financial district and Chinatown (Figure 1, page 23). Lots 11 and 13, located at the southeastern corner of the intersection of Kearny and Jackson Streets, constitute Site A; Lots 4 and 5, situated at the northwestern corner of the intersection of Columbus Avenue and Washington and Montgomery Streets, comprise Site B. The two sites are connected by IIs Lane.

Site A: The 18,920-sq.ft. site is currently vacant. The International Hotel (I-Hotel), which previously occupied Lot 13 of the site, and the smaller Victory Hotel, formerly on Lot 11, were demolished in 1979.

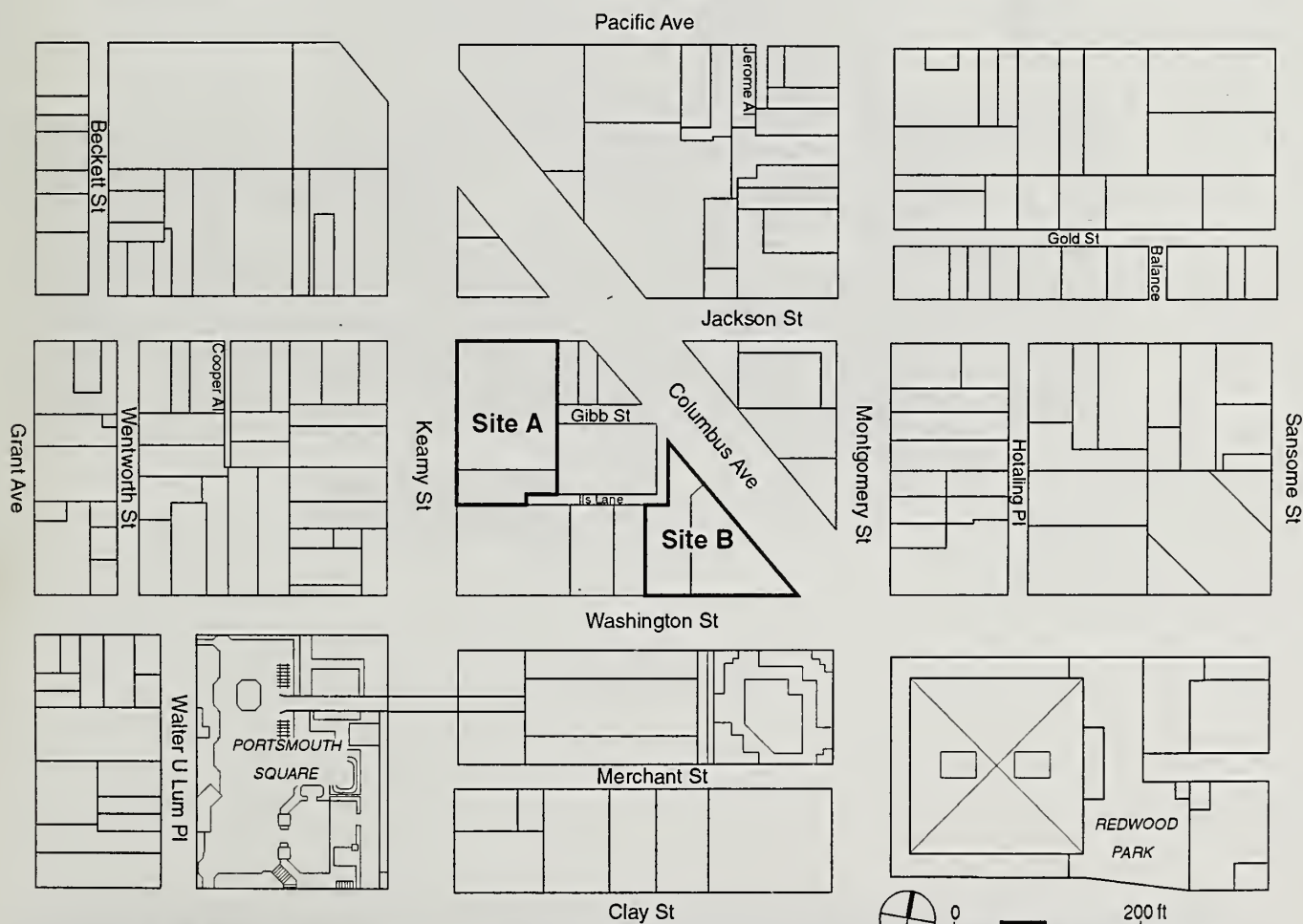
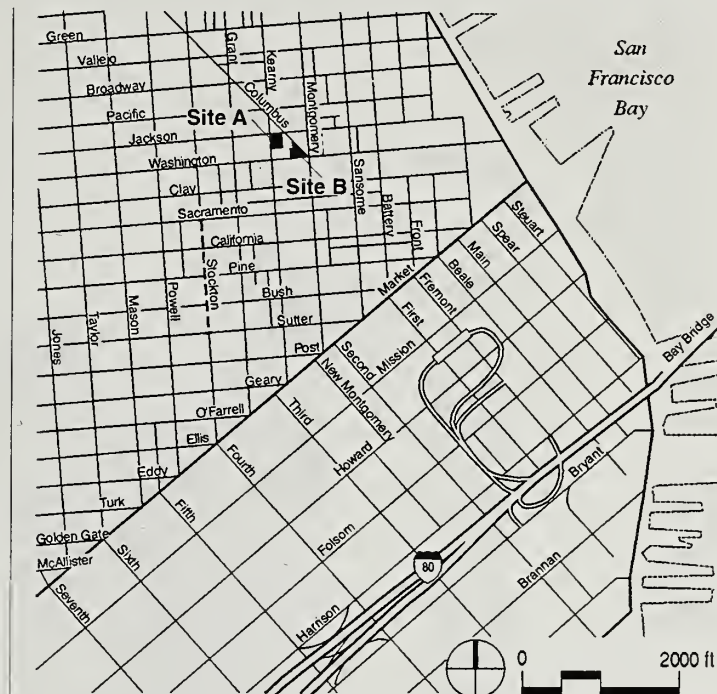
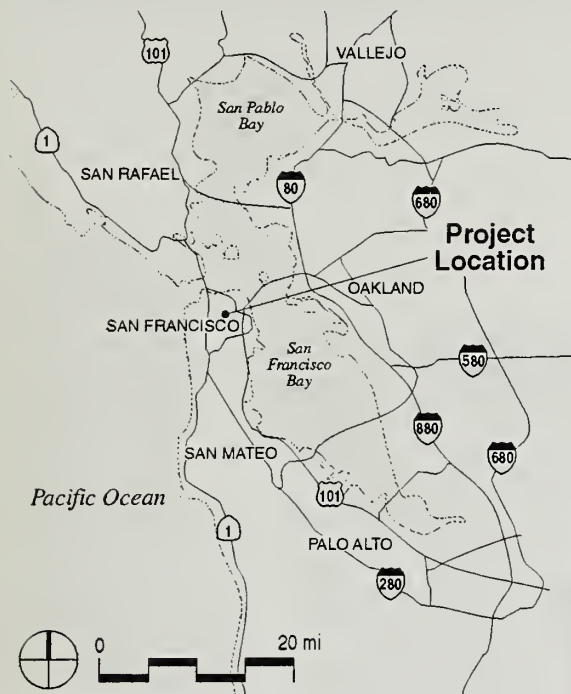
Site B: The approximately 14,060-sq.ft. site currently contains a vacant lot (formerly the site of the 70-room Bell Hotel which was demolished in 1979) and the two-story, 11,600-sq.ft. Colombo Building, with ground-floor retail uses and second-floor office uses.

C. PROJECT CHARACTERISTICS

Site A: The Archdiocese of San Francisco with St. Mary's Chinese School, the Chinese Community Housing Corporation (administering a HUD Section 202 grant and funding from the Mayor's Office of Housing) and the Kearny Street Housing Corporation, plan to construct a mixed use development with the following components (Figures 2 to 8, pages 24 to 30, include representative architectural elevations and floor plans):

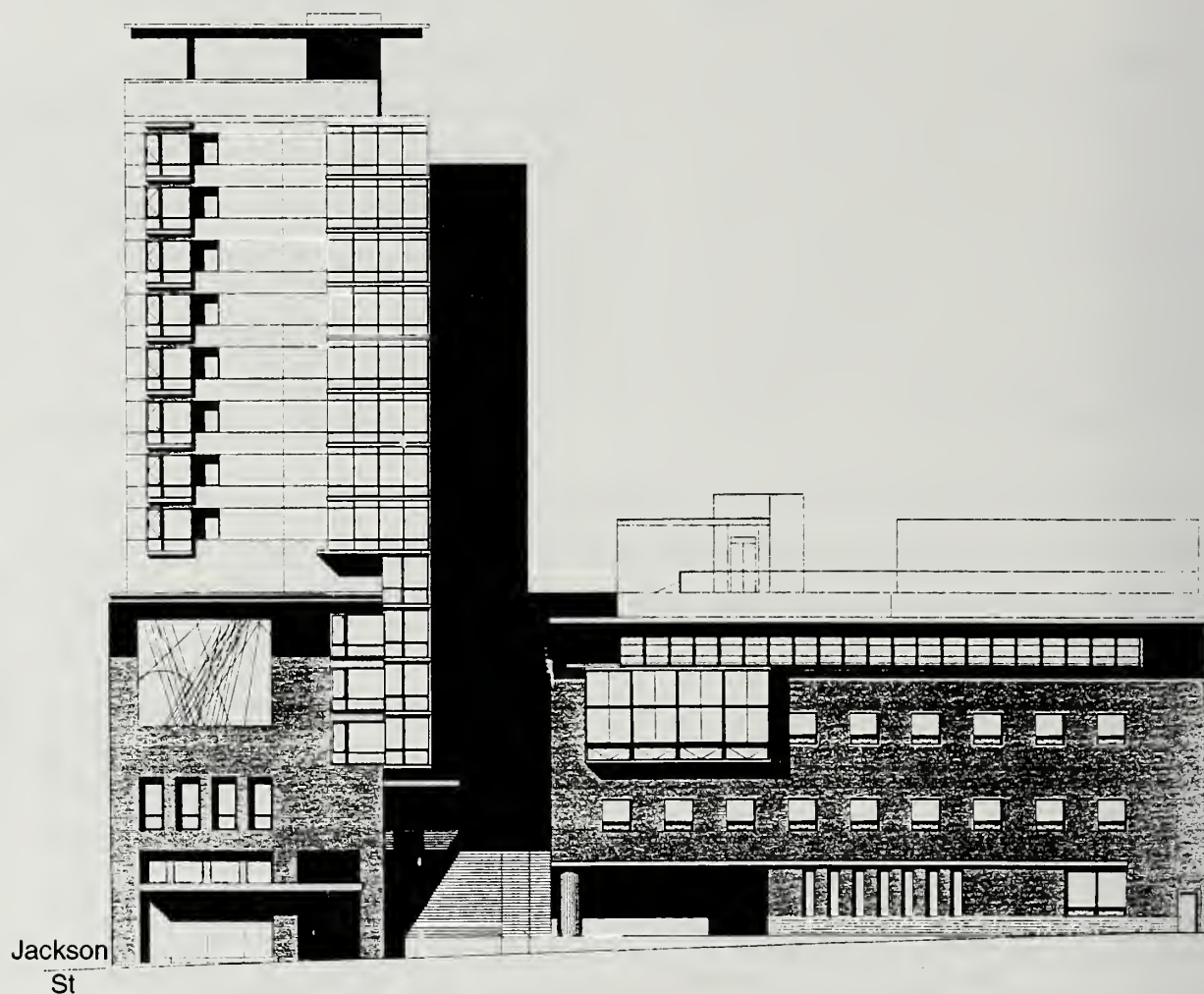
Parking Garage: The parking garage would be three-and-one-half levels below grade for the entire site and would contain 154 self-park spaces (147 commercial and seven residential). Access would be via a driveway located on Jackson Street. Van and pick-up truck deliveries for the housing, Catholic Center and schools would be made in the garage on the first level below grade near the elevators (there would not be a dedicated loading dock).

Housing: 104 units of affordable senior housing and one manager's unit would be located in a 15-story tower on the northern portion of the site. There would be



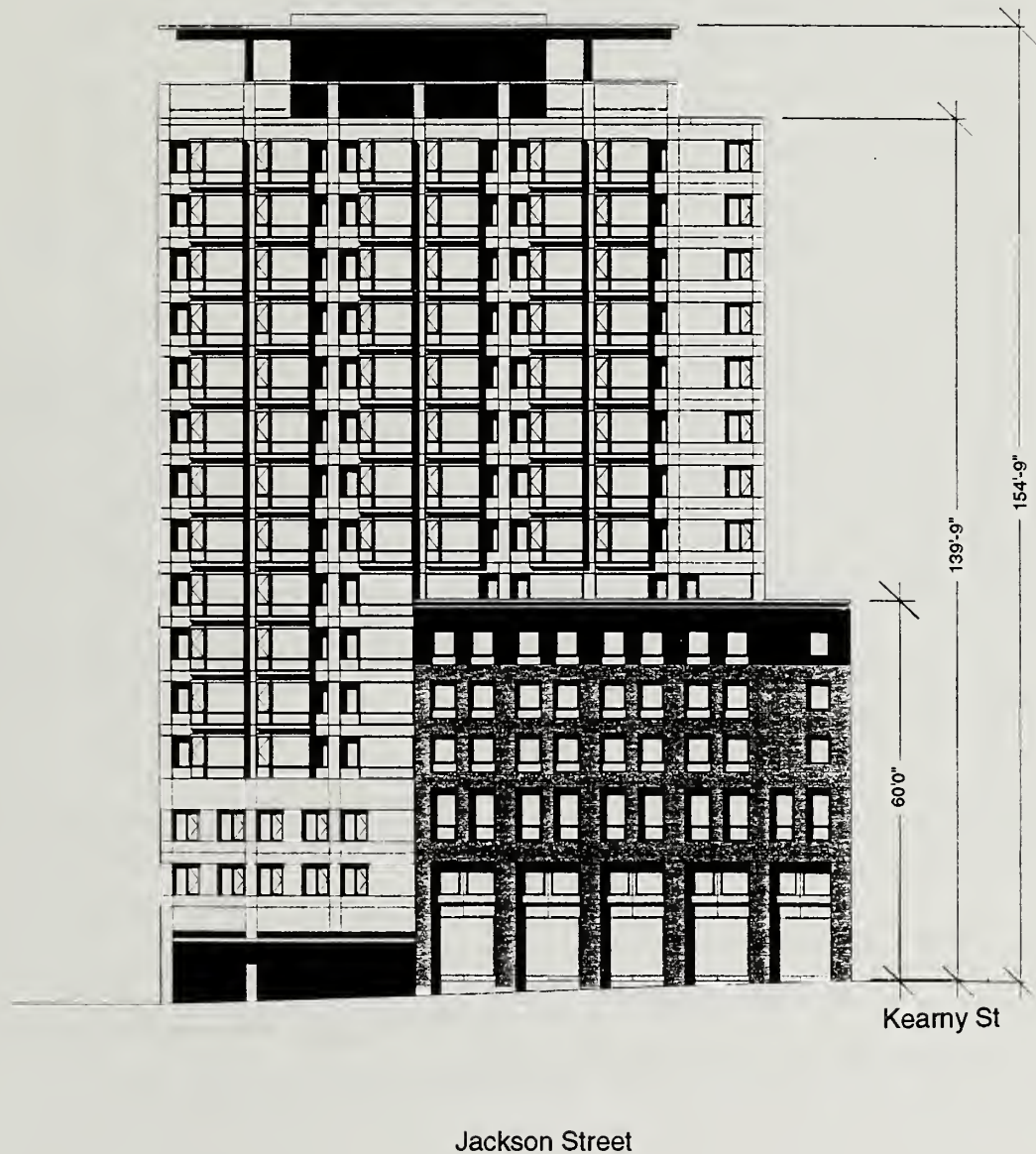
Source: During Associates

PROJECT LOCATION FIGURE 1



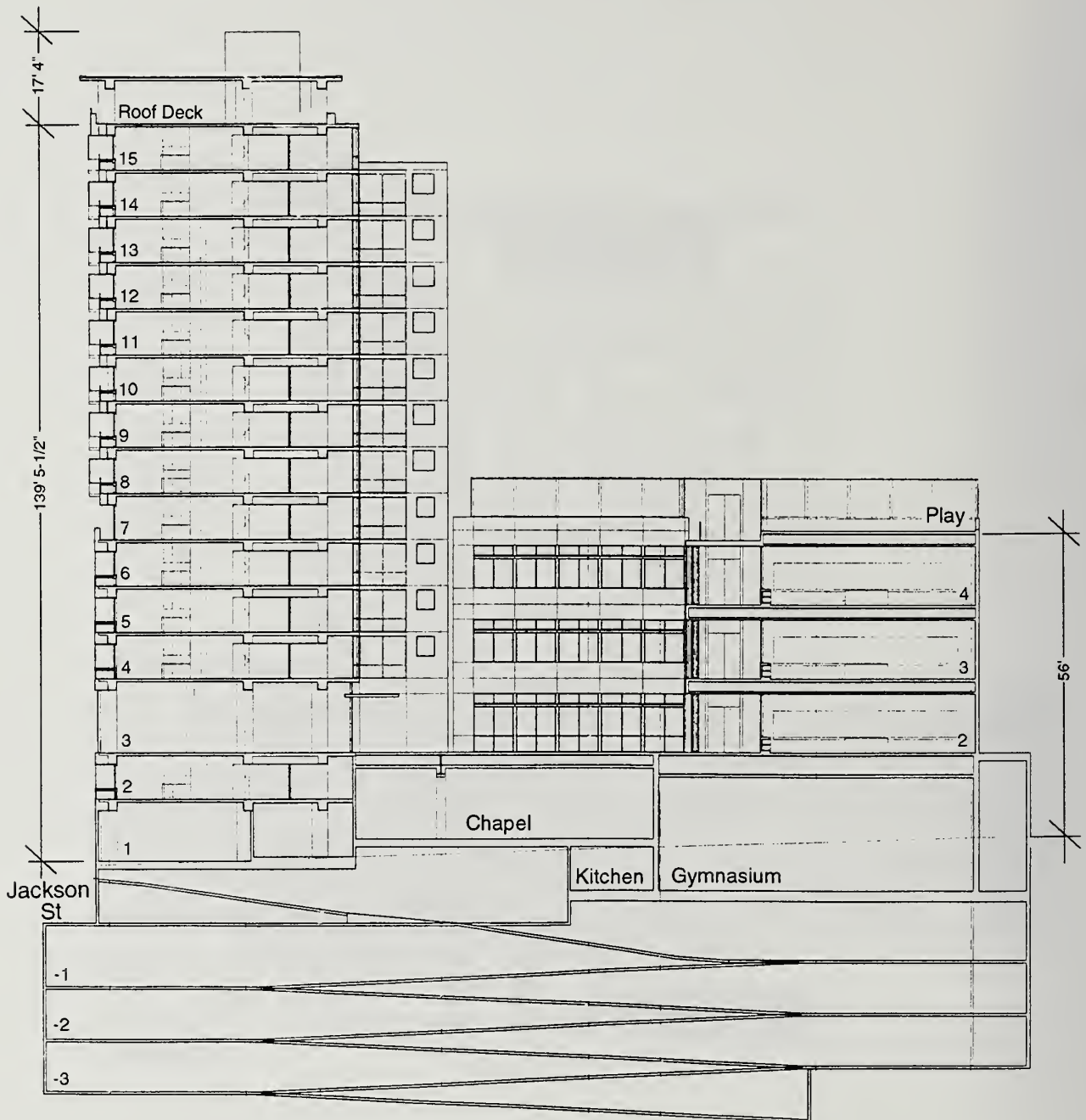
Source: Gordon H Chong + Associates, Herman Stoller Coliver Architects, TAI Associates Architects, Greg Roja and Associates Architects

SITE A, KEARNY STREET ELEVATION FIGURE 2



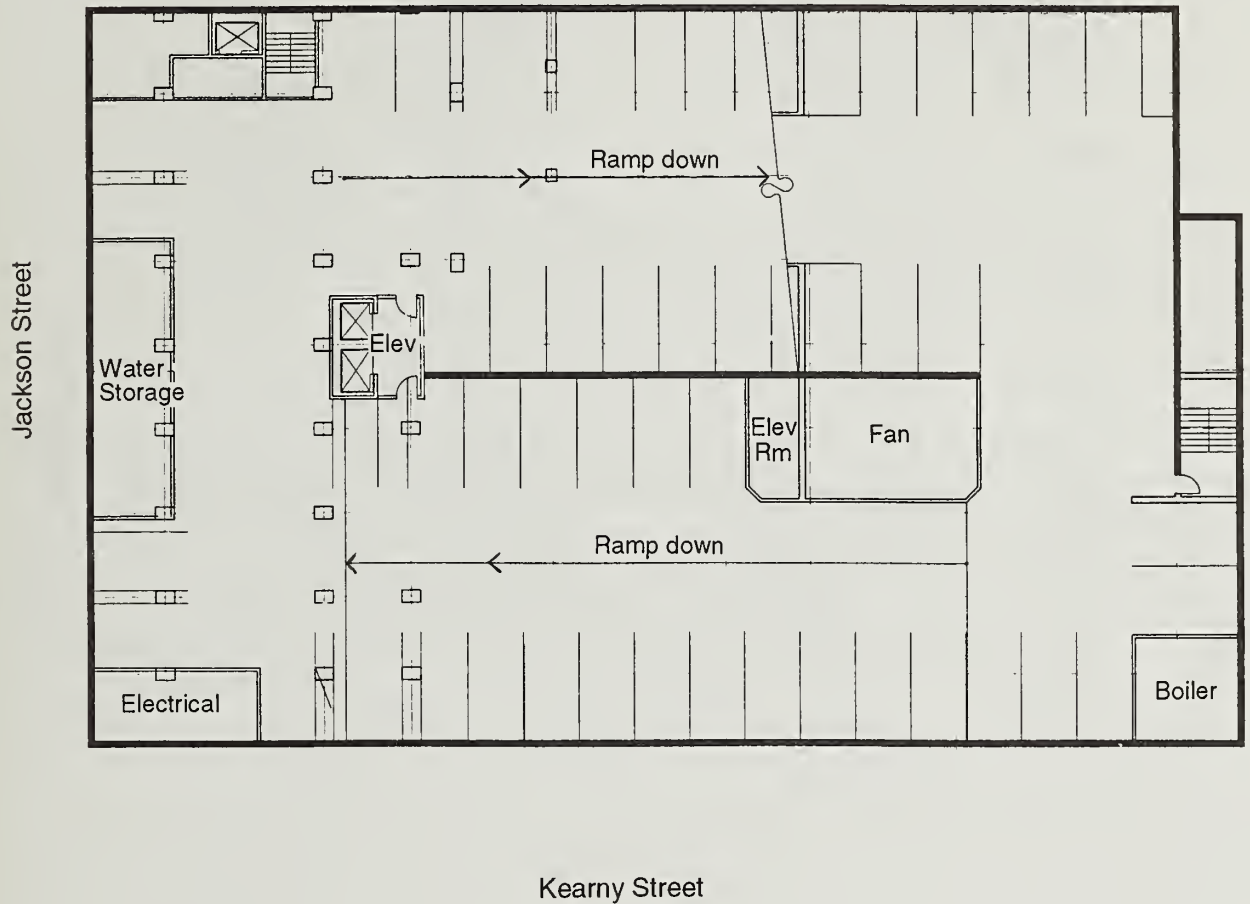
Source: Gordon H Chong + Associates, Herman Stoller Coliver Architects, TAI Associates Architects, Greg Roja and Associates Architects

SITE A, JACKSON STREET ELEVATION FIGURE 3



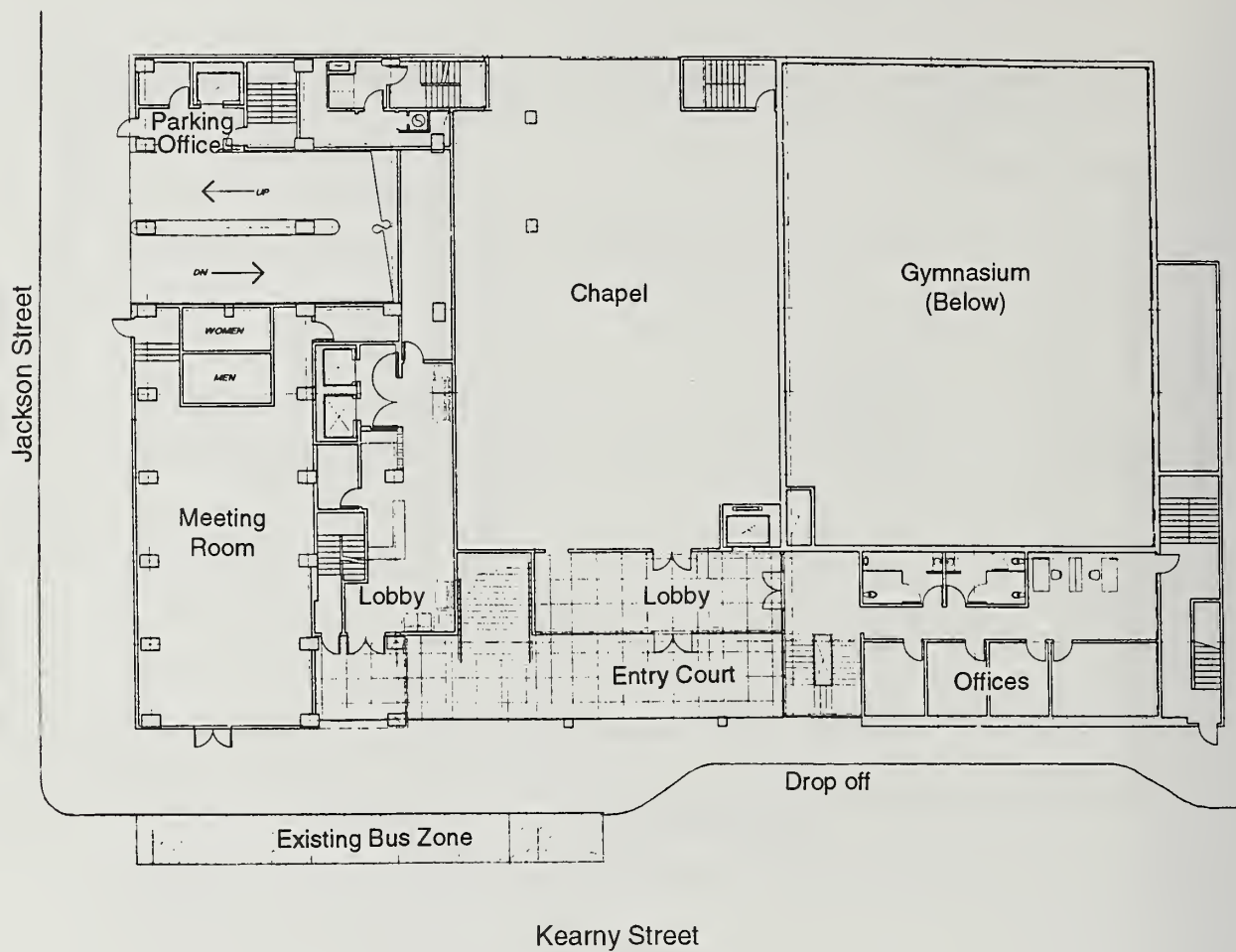
Source: Gordon H Chong + Associates, Herman Stoller Coliver Architects, TAI Associates Architects, Greg Roja and Associates Architects

SITE A, BUILDING SECTION FIGURE 4



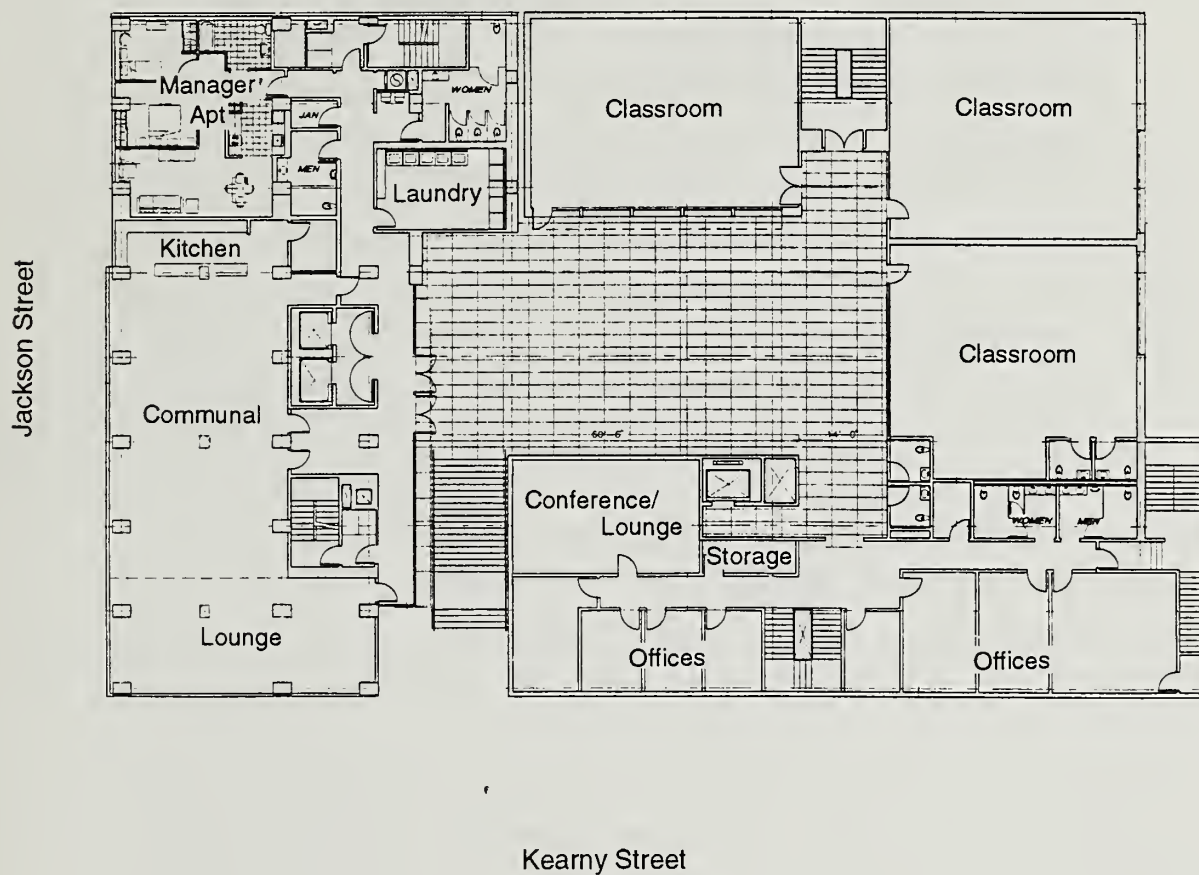
Source: Gordon H Chong + Associates, Herman Stoller Coliver Architects, TAI Associates Architects, Greg Roja and Associates Architects

SITE A, BASEMENT LEVEL PARKING PLAN FIGURE 5



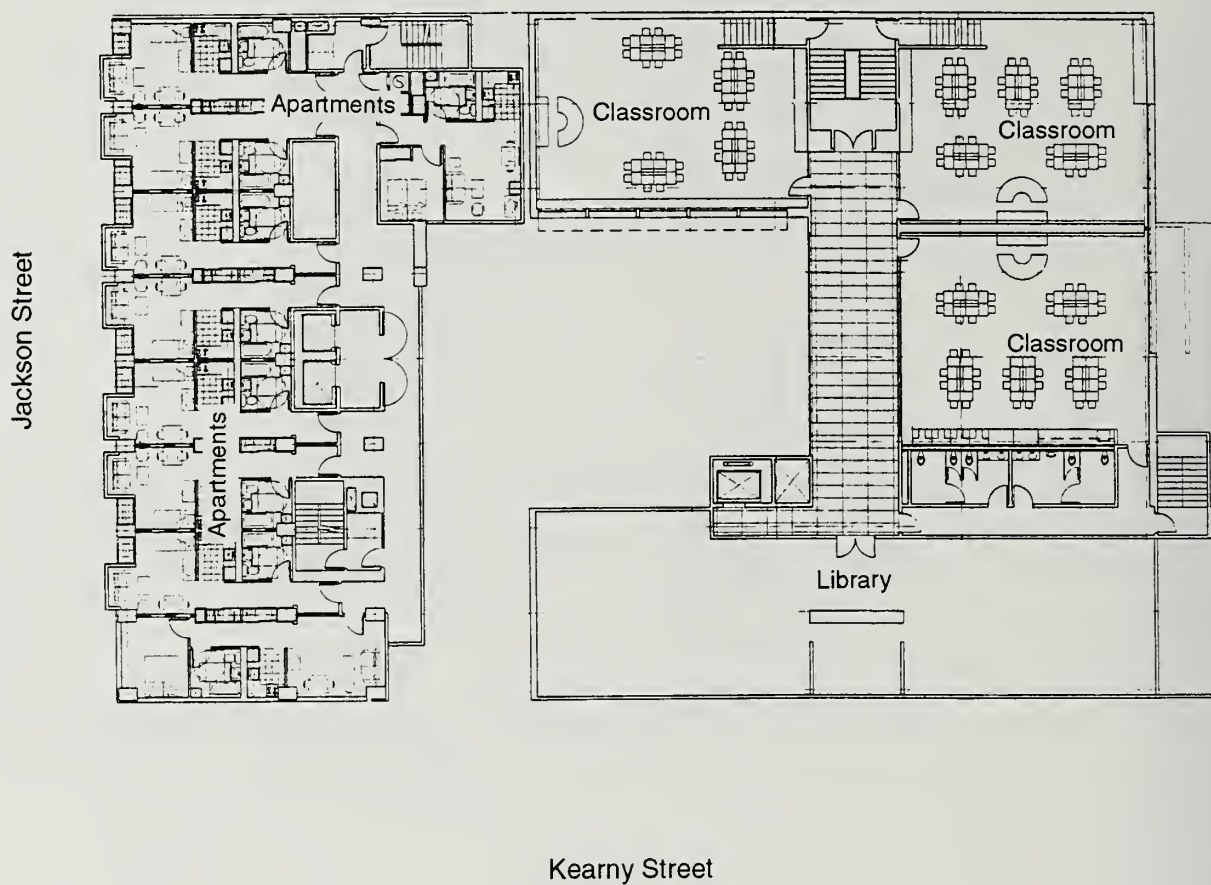
Source: Gordon H Chong + Associates, Herman Stoller Coliver Architects, TAI Associates Architects, Greg Roja and Associates Architects

SITE A, GROUND FLOOR PLAN **FIGURE 6**



Source: Gordon H Chong + Associates, Herman Stoller Coliver Architects, TAI Associates Architects, Greg Roja and Associates Architects

SITE A, SECOND FLOOR PLAN FIGURE 7



Source: Gordon H Chong + Associates, Herman Stoller Coliver Architects, TAI Associates Architects, Greg Roja and Associates Architects

SITE A, THIRD FLOOR PLAN FIGURE 8

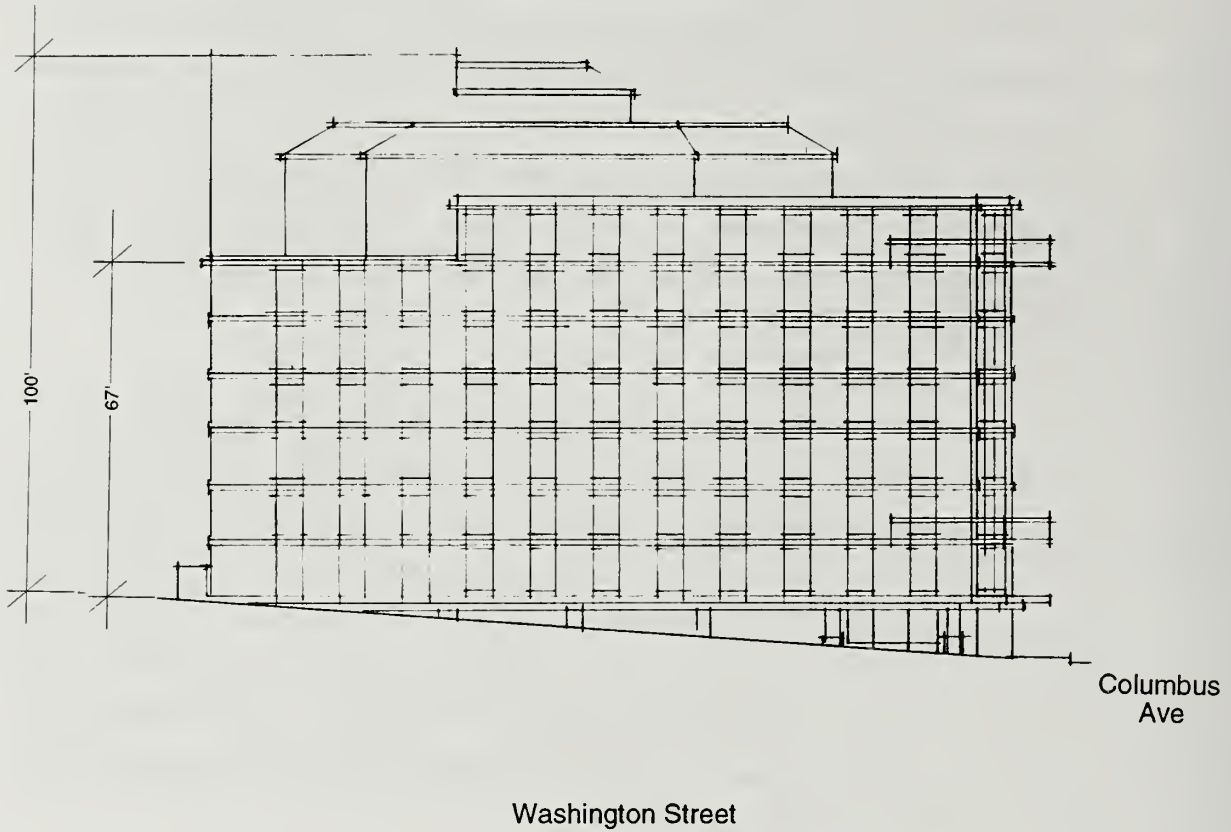
16 one-bedroom units, 88 studios and one two-bedroom unit (for the manager). The approximately 80,000 sq.ft. building would also contain several common rooms (one 2,000-sq.ft. community room on the first floor, about 4,000 sq.ft. of common use on the second floor) and three outdoor terraces on different levels in the upper portions of the building.

St. Mary's Catholic Center: The approximately 50,000 sq.ft. center would be on the southern portion of the site and would contain a gym, stage, chapel and multi-use area; school classrooms, library, kitchen, lockers and other school-related spaces; administration spaces for the schools and the chapel; and a pastoral residence. There would also be open space in two separate play areas and a courtyard. A drop-off area on Kearny Street in front the Center would accommodate about four vehicles. Materials loading for Site A would be from the parking garage.

The school would offer classes from kindergarten to the eighth grade during the day (from 8:00 a.m. to about 3:30 p.m.) to approximately 350 to 400 students, Chinese Language and Cultural studies in the afternoon (from approximately 3:00 p.m. to 5:45 p.m. to about 200 students and on Saturday mornings from 9:00 a.m. to 12:00 p.m. to approximately 350 students, and adult English and Mandarin classes in the evening (from 7:00 p.m. to 9:00 p.m.) to about 150 students, and school athletic and parent-teacher activities. There would also be school and religious weekend activities, including Sunday services (from 9:00 a.m. to 12:30 p.m.) for about 300 people.

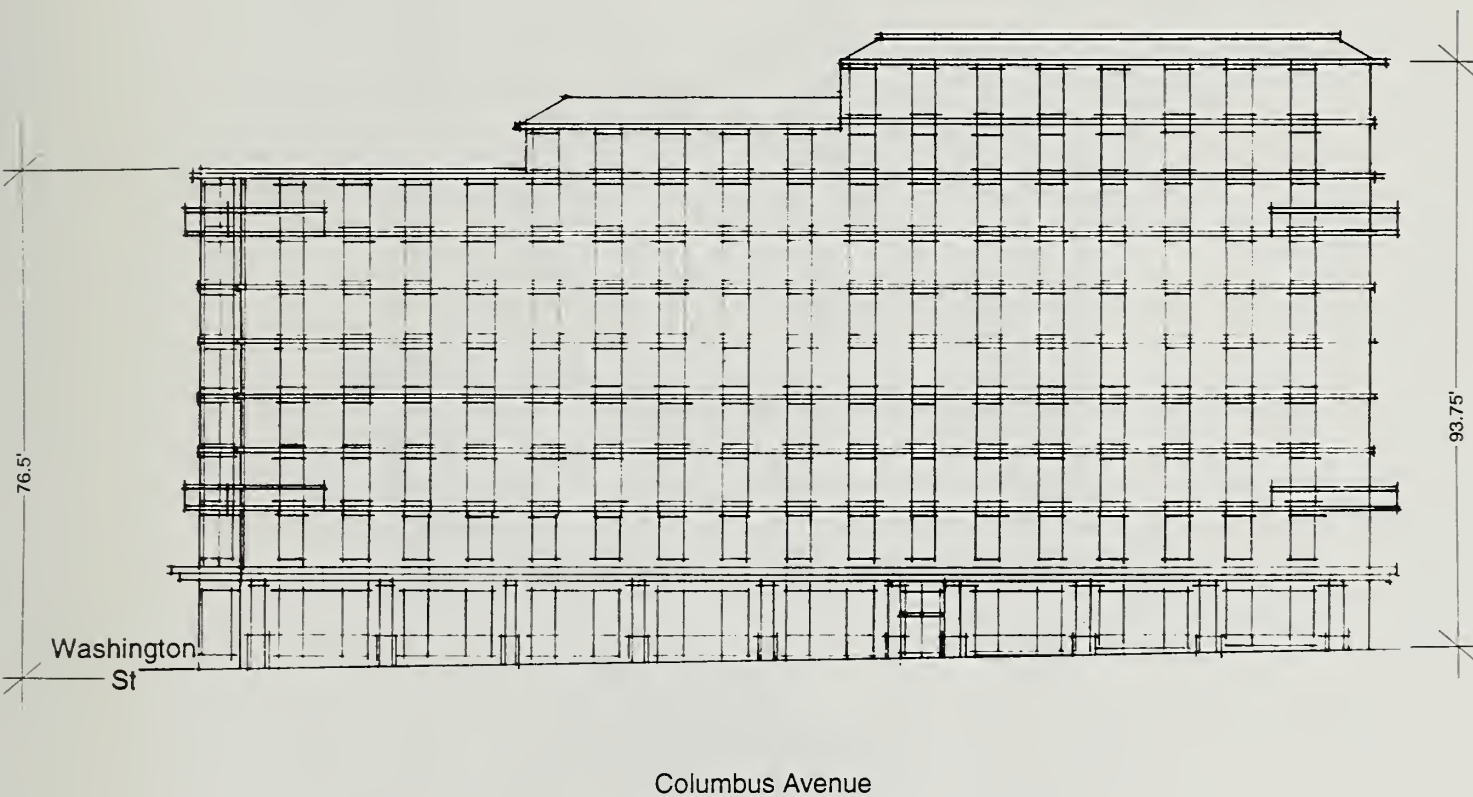
Site B: The proposed project would consist of a 94-foot-high, ten-story residential building with up to 70 two-bedroom market-rate units (Figures 9 to 14, pages 32 to 37, include representative architectural drawings of the Site B building). The building would include about 85,000 sq.ft. of residential use and approximately 9,900 sq.ft. of ground floor retail use. The remainder of the space would be used for residential storage, lobby and parking. There would be a parking garage for about 65 self-park or 85 valet spaces in two levels below grade. Garage access would be from Washington Street; the main building entrance would be on Columbus Avenue.

Previous Project on Sites A and B: The project proposed in the Final EIR (FEIR) was for a 14-story office and residential structure (with ground floor retail and parking) on



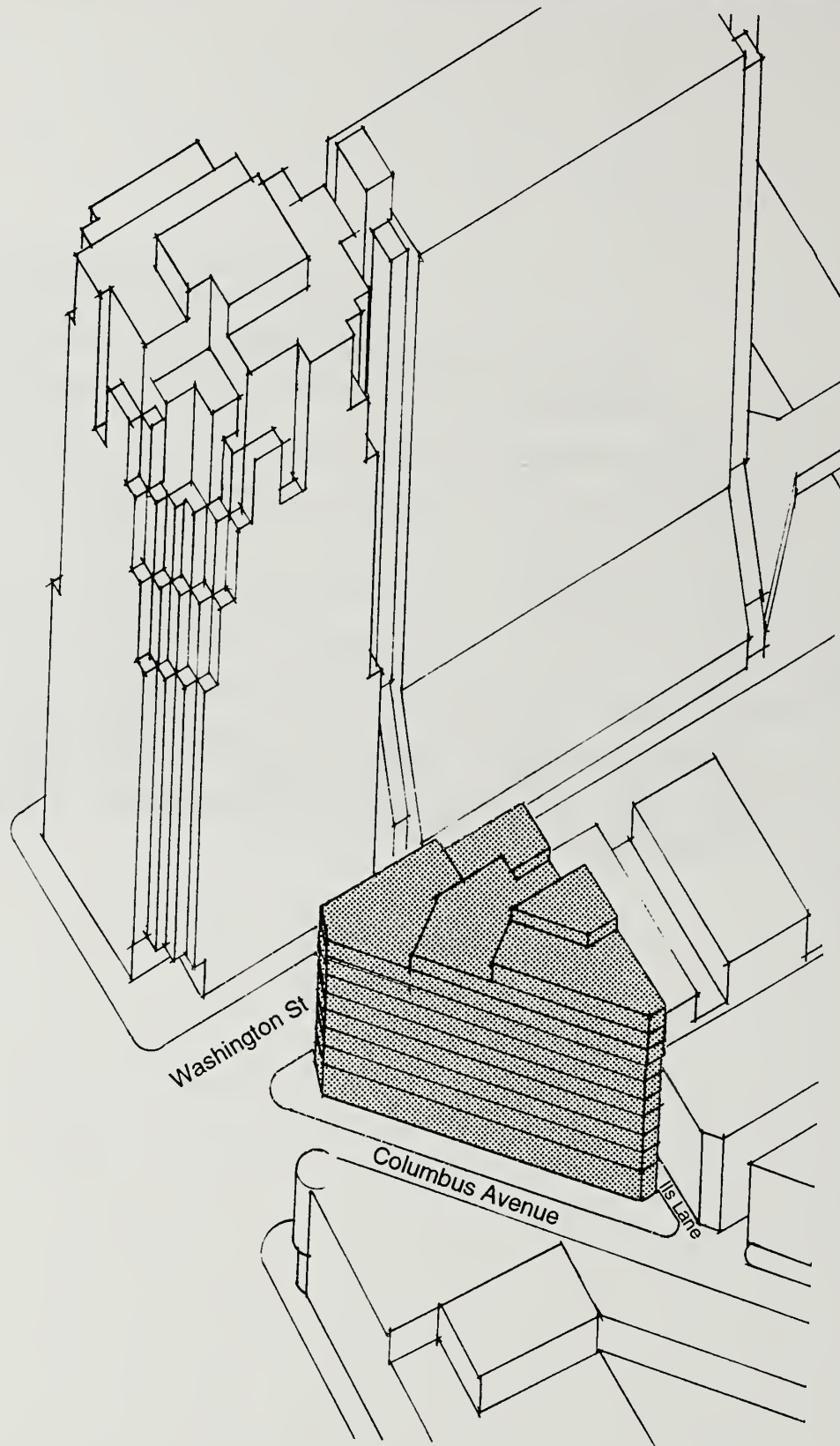
Source: James Stephen Titus AIA

SITE B, WASHINGTON STREET ELEVATION FIGURE 9



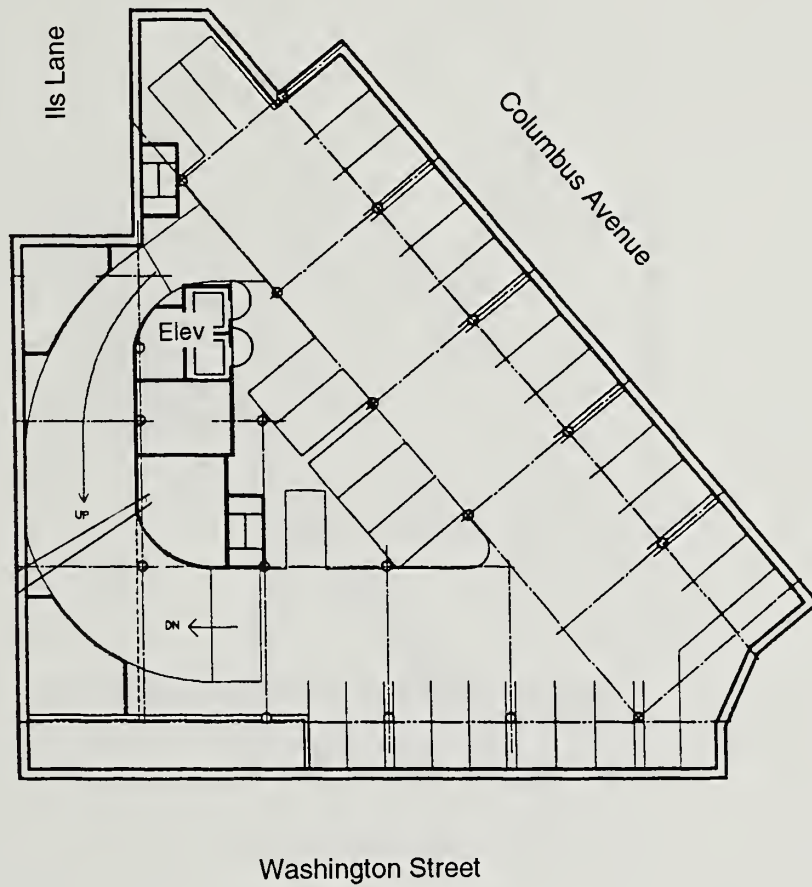
Source: James Stephen Titus AIA

SITE B, COLUMBUS AVENUE ELEVATION FIGURE 10



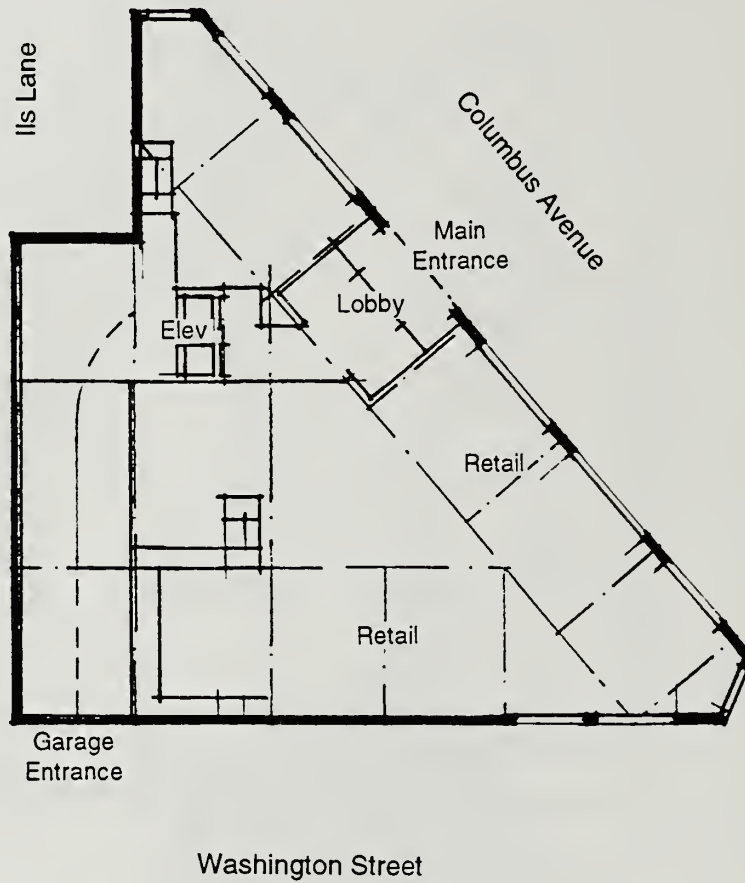
Source: James Stephen Titus AIA

SITE B, AXONOMETRIC FIGURE 11



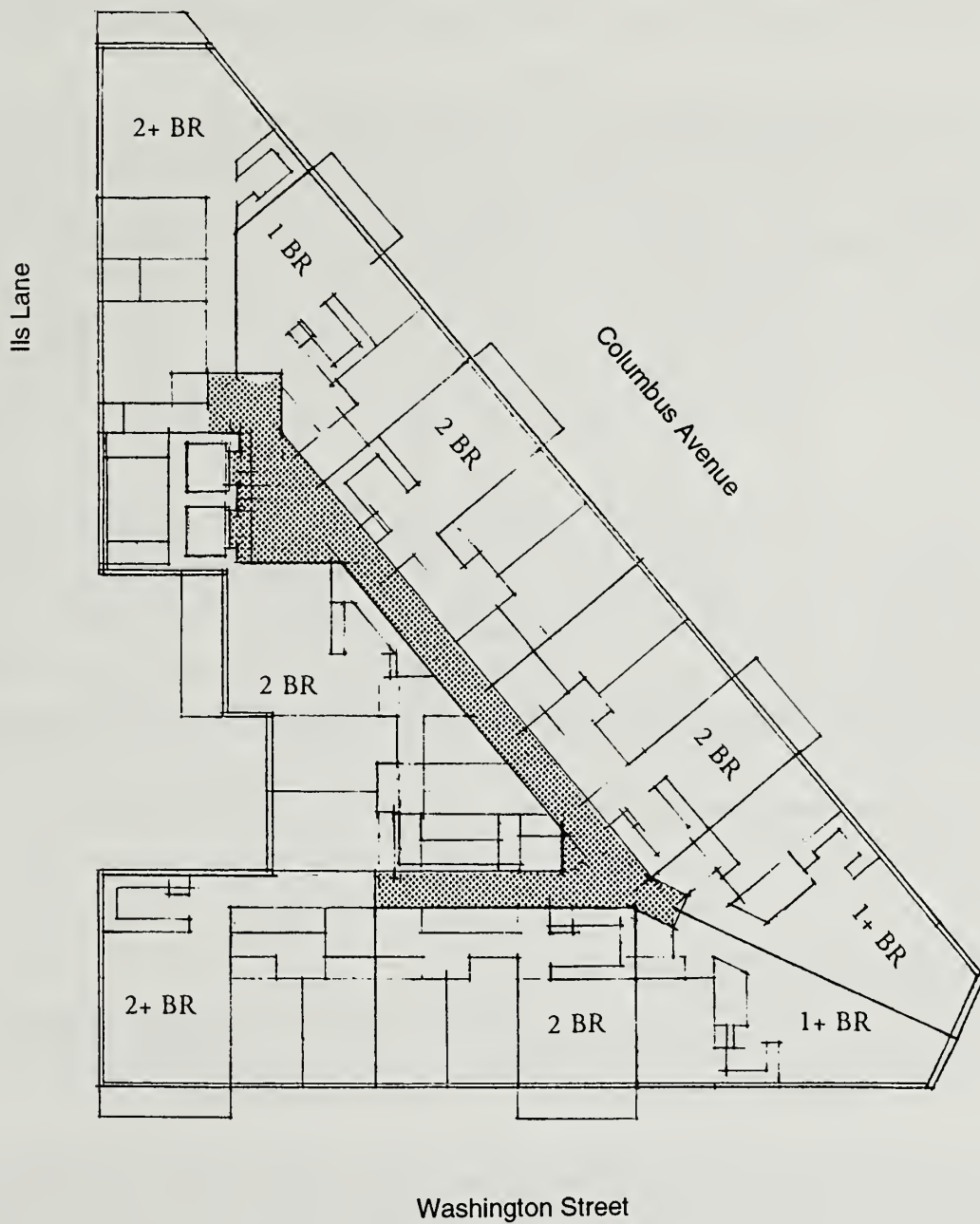
Source: James Stephen Titus ALA

SITE B, BASEMENT LEVEL PARKING PLAN FIGURE 12



Source: James Stephen Titus ALA

SITE B, GROUND FLOOR PLAN FIGURE 13



Source: James Stephen Titus AIA

SITE B, TYPICAL FLOOR PLAN FIGURE 14

Site A and an eight-story office building (with ground floor retail and parking) on Site B. A comparison of the project previously proposed and the currently proposed project is shown in Table 1, below.

TABLE 1
COMPARISON OF FEIR PROJECT AND PROPOSED PROJECT

USE	FEIR		PROPOSED PROJECT	
	Site A	Site B	Site A	Site B
Office sq.ft.	96,800 sq.ft.	81,300 sq.ft.	none	none
Residential sq.ft.	53,700 sq.ft.	none	80,000 sq.ft.	84,500 sq.ft.
Retail sq.ft.	12,100 sq.ft.	9,500 sq.ft.	none	9,900 sq.ft.
Dwelling Units	120	none	105	70
Parking	108 valet or 54 self-park	31 valet or 15 self-park	-- 154 self-park	85 valet or 65 self-park
School/Community	none	none	59,000 sq.ft.	none
Approximate Height (excluding penthouse)	165 feet	94 feet	140 feet	94 feet
TOTAL PROJECT SQ.FT.	209,740 sq.ft.	109,960 sq.ft.	201,500 sq.ft.	132,500 sq.ft.

Source: During Associates, Gordon H Chong + Associates, Herman Stoller Coliver Architects, and James Titus.

D. HISTORY OF PROJECT SITE

The FEIR described the history of the site (pages 34 and 34a); it is partially presented in this chapter for information purposes.

Site A, the location of the former International Hotel has been at the center of the controversy and debate about San Francisco housing policy for many years. The International Hotel (I-Hotel), was a 164-room residential hotel providing long-term, low-cost housing to mostly elderly Asian tenants. The I-Hotel was purchased by the Four Seas Investment Corporation (the current owner of the project sites, known since 1993 as the Pan Magna Group) on September 15, 1973. In July of 1976, the Human Rights Commission requested that the San Francisco Housing Authority (SFHA) preserve the I-Hotel for low-income housing. In October of 1976, SFHA designated the site for low-income housing and offered to buy the I-Hotel; the offer, however,

was refused. The SFHA then secured a court order to take possession of the I-Hotel. The Four Seas Investment Corporation filed a legal challenge and the court ruled in its favor. The I-Hotel tenants were subsequently evicted on August 4, 1977, and the hotel was demolished in 1979.

During the next five years, a number of proposals and counter proposals for development of the I-Hotel site were made by the owners and by a mayor-appointed Citizens' Advisory Committee. In September 1984, the Mayor, the previous project sponsor and the I-Hotel Block Citizens' Advisory Committee signed a Memorandum of Understanding (MOU), whereby the project proposed in the FEIR would contain residential units for the elderly and the Mayor would commit \$1.5 million Community Development Block Grant funding. Elderly and disabled tenants displaced from the I-Hotel were to be given first priority for these units.

The FEIR for a residential, office and retail project proposed on the I-Hotel site and the adjacent lot to the south on Kearny Street (Site A), and an office and retail project proposed on the site of the Colombo building and the adjacent lot to the west on Washington Street (Site B), was certified by the City Planning Commission on June 4, 1987. A Planned Unit Development was approved on July 9, 1987 for a residential and retail building on Site A and an office and retail building on Site B. A demolition permit for the Colombo Building and site permits for Sites A and B were issued and remain active. From 1987 to 1993, a number of factors contributed to the failed implementation of this project: the entity that had proposed to purchase Site A from Pan Magna Group and develop that site withdrew from the transaction; construction did not start in time to meet the tax credit requirements for construction completion; the economic downturn in office demand hampered construction financing for the office/retail/commercial uses; and there was consideration of Redevelopment Agency designation of the project site block.

In early 1993, the proposed purchaser of Site A withdrew from the transaction with the Pan Magna Group. The St. Mary's Chinese Catholic Center and Schools presented a plan to develop Site A as a replacement for their unreinforced masonry building at Stockton and Clay Streets. The plan called for parking to be constructed below grade with the school and senior housing to be built above. A HUD Section 202 grant was obtained in the fall of 1994 by the Chinese Community Housing Corporation; the City also contributed housing funds through the Mayor's Office of Housing. In addition, the Pan Magna Group decided to seek an amendment to the previous Planned Unit Development (PUD) to obtain the option of developing a residential project on Site B if economic conditions do not allow for the office building to be constructed. In

December 1994, a new application for environmental evaluation was submitted to the City for the proposed project; that application was put on hold at the request of the various project sponsors and was reactivated in Spring 1996.

E. PROJECT SCHEDULE, COST AND APPROVAL REQUIREMENTS

PROJECT SCHEDULE

The proposed project may be constructed in stages, with the parking garage and housing on Site A to be completed by the end of 1998, followed by completion of the Catholic Center and school the following year. Site B would also be completed by 1999.

COST

The proposed project is expected to cost about \$20.5 million (1996 dollars). Site A would cost about \$13.7 million (\$6.8 million for the residential component, \$6.9 million for the Catholic Center). Site B would cost approximately \$6.8 million.

APPROVAL REQUIREMENTS

Following a public hearing before the City Planning Commission on the Draft Supplemental EIR, responses to written and oral comments will be prepared. The Supplemental EIR (SEIR) will be revised as appropriate and presented to the City Planning Commission for certification as to its accuracy, objectivity, and completeness. No permits may be issued or approvals granted before the Final SEIR is certified.

The *City Planning Code*, which incorporates by reference the City's Zoning Maps, governs permitted uses, densities, and the configuration of buildings within San Francisco. The project sponsors are requesting approval of the project as an amendment to the Planned Unit Development (PUD) approved in 1987 under Section 304(a) of the *City Planning Code*. A PUD allows for development of sites greater than one-half acre in area. According to Section 304(a):

"The procedures for Planned Unit Developments are intended for projects on sites of considerable size, developed as integrated units and designed to produce an environment of stable and desirable character which will benefit the occupants, the neighborhood, and the City as a whole. In cases of outstanding overall design, complementary to the design and values of the surrounding area, such a project may merit a well reasoned modification of certain of the provisions contained elsewhere in this Code."

PUD's require conditional use authorization from the City Planning Commission. Under Code Section 304, as part of the proposed amendment to the PUD, the project sponsors will request authorization from the City Planning Commission for project approval and for the following exceptions and modifications to the *City Planning Code* (those items marked with an asterisk (*) were included in the approved PUD):

- To modify rear yard/site coverage requirements under Section 134.1 since the proposed buildings cover more than the Code-permitted 75 percent of the lots at the first residential level. Site A would provide this open space on roof top terraces. Site B would provide the open space at the lowest level of dwelling unit occupancy. The Zoning Administrator will be asked to determine, under this section, that the buildings would not significantly impair light and air to adjacent properties.
- * ● To exceed the 65-foot-height limit of the 65-D-2 Height and Bulk District up to but not exceeding 200 feet, pursuant to Code Section 263.1, for the housing structures for both sites (structures should be sited to produce a stepping down of height; should avoid excessive bulk, intrusiveness or continuous wall that would adversely affect views, penetration of sunlight or pedestrian amenity; and should respect the historic and architectural character of Jackson Street).
- For Sites A and B, to exceed 35 feet in height in the Chinatown Mixed Use Districts pursuant to Section 254.
- * ● For Site A to encroach into the required 15-foot setback at the 52-foot building height level called for in Section 132.3 to provide sun access to the adjacent Kearny Street sidewalk requiring provision of a compensatory increase in sunlight on the sidewalk in the same block achieved by a reduction of height and volume elsewhere in the structure.
- * ● For both sites to exceed a 5,000 sq.ft. lot size limit, pursuant to Section 121.3.
- For Site A to exceed the 4,000 sq.ft. per commercial use size limit (for the garage) in the Chinatown Residential/Neighborhood Commercial (CR/NC) District, pursuant to Section 121.4.
- For Site B to potentially exceed the 5,000 sq.ft. per commercial use size limit in the Chinatown Community Business District, pursuant to Section 121.4.
- To provide an in-lieu payment if required open space for nonresidential/institutional uses in Chinatown is not provided, pursuant to Section 135.1.
- * ● To exceed a street frontage of 50 linear feet, pursuant to Section 145.3, on Jackson and Kearny Streets for Site A and on Washington Street and Columbus Avenue on Site B.
- * ● To exceed the bulk limits above a height of 40 feet, which are a maximum plan length of 110 feet and a maximum diagonal dimension of 140 feet, pursuant to Sections 270 and 271. This exception applies to the plan length and diagonal dimension for the school on Site A and the plan length and diagonal dimension for the housing on Site B.

- To deviate via an exception from the parking requirement for senior housing by providing one parking space where 23 are required by Sections 151(j), 154, 155(i) and 209.1(m) (although seven parking spaces are provided, six are under a sidewalk and an encroachment permit is required because the six spaces are considered off-site and not counted in the total number of parking spaces provided for senior housing on-site. An off-street parking variance for 22 parking spaces would be addressed as an exception in the PUD process.)
- To deviate from parking requirements by providing required parking off-site and by use of valet parking, pursuant to Sections 151, 151(j), 154, 155(i), and 161(a).
- For the 220,000 sq.ft. of development on the combined Sites A and B, one off-street freight loading space would be required by Section 152, Table 152, to serve the overall development and none is proposed.
- To provide a community parking garage in the Chinatown Residential/Neighborhood Commercial (CR/NC) District, pursuant to Sections 812 and 890.11.

If it is determined that a Conditional Use authorization for a community parking garage is not appropriate, the Planning Commission and Board of Supervisors may be requested to approve an ordinance to amend the text of the *City Planning Code* to allow commercial parking as a conditional use in low-income residential and educational projects in the Chinatown Residential/Neighborhood Commercial (CR/NC) Use District which have received a commitment for Community Development Block Grant funds as of January 10, 1985.

The City Planning Commission would hold a public hearing to consider the project's application for Conditional Use authorization in accordance with Sections 303 (Conditional Uses) and 304 (Planned Unit Development) of the *City Planning Code*, and would adopt, as an amendment to the existing PUD, a motion approving, approving with conditions, or disapproving the project.

The project sponsors would seek a 10-foot encroachment under the sidewalks on Kearny, Jackson, Washington Streets and Columbus Avenue for the below grade parking garages and utility vaults. The encroachment permit would be issued by the Department of Public Works after review by the Department of Building Inspection.

On November 4, 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the *City Planning Code* and established eight Priority Policies. These policies are preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable

housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project that requires an Initial Study under CEQA or adopting any zoning ordinance or development agreement, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. The City Planning Commission, during the review and approval process for the project, including Conditional Use authorization, will make a determination of the project's conformance with the Priority Policies, and will so advise any other approving bodies.

The proposed project would involve demolition of the Colombo Building, which is neither a landmark nor a contributory building in an historic district. It was deemed potentially eligible for National Register status as a cultural/historic resource by the State Office of Historic Preservation based on the 1982 North Beach Survey. Pursuant to the historic preservation portion of *City Planning Code* Section 101.1 and because of the building's immediate proximity to other landmark-designated buildings and to the Jackson Square Historic District, the Landmarks Preservation Advisory Board (LPAB) would review the proposed project and advise the City Planning Commission. LPAB review includes a public hearing.

If the project were approved by the City Planning Commission, the project sponsors must obtain building and related permits from the Department of Building Inspection, and a new or amended demolition permit may be needed regarding the Colombo Building.

The Department of Parking and Traffic must approve the proposed loading zones (white curbs) on Kearny Street (Site A) and Columbus Avenue (Site B) in front of the main entrances to the project.

III. ENVIRONMENTAL SETTING

This chapter considers the same environmental categories as those addressed in the 1987 Final EIR (FEIR) and indicates the changes that have subsequently occurred in the environmental setting. These areas include land use and zoning, urban design and site visibility, shadow and wind, historic, architectural and cultural resources, transportation, air quality, and employment and housing. Nearly ten years have passed since certification of the FEIR and portions of the environmental setting have changed since that time. The existing physical setting near the project area has remained fairly constant in terms of land uses, urban design and historic, architectural and cultural resources. The Loma Prieta earthquake in 1989, the demolition of the Embarcadero Freeway, demographic changes and fluctuations in the economy have had an effect on the City's transportation, air quality, and employment and housing conditions. Each section in this Supplemental EIR (SEIR) presents current information regarding existing conditions and identifies material from the FEIR that is still relevant.

A. LAND USE AND ZONING

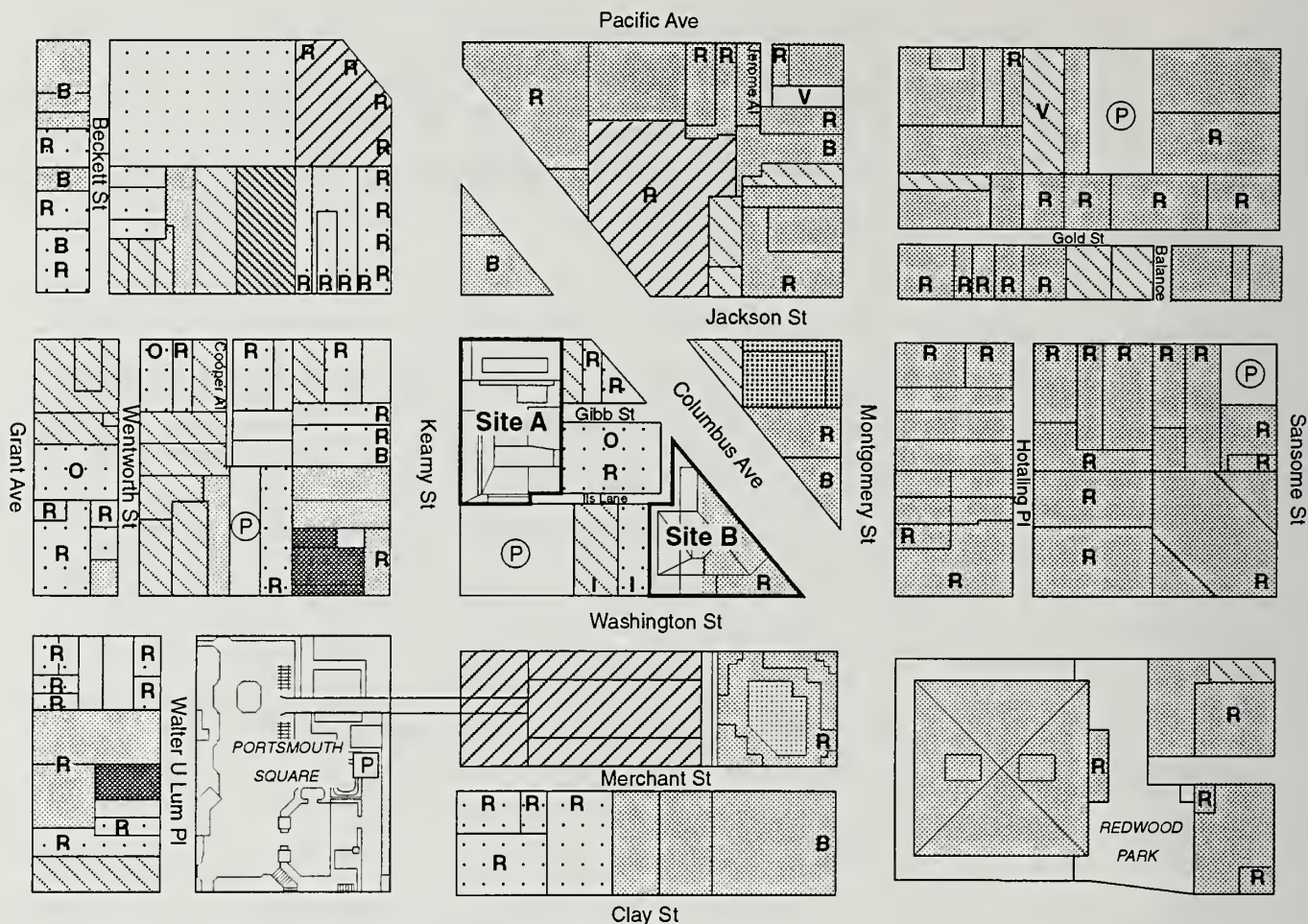
LAND USE

The Land Use and Zoning setting section of the FEIR (pages 38 to 44) accurately described the central location of the project site at the juncture of four city districts: North Beach, Chinatown, Jackson Square and the Financial District. The description of the types of development and land use patterns that characterized these areas is also still accurate: North Beach is typified by low-rise, multi-family residential buildings with ground floor retail; the main commercial streets are Columbus Avenue and Broadway; historic low-rise Jackson Square is to the east; the dense mixture of low-rise commercial and residential uses in Chinatown are to the west; and to the south are the high-rise structures in the Financial District that contain office, retail and some residential uses. The FEIR described what was then new development occurring in the project

area, including projects approved but not yet under construction, projects under construction, and recently completed projects. This list included 801 Montgomery Street, the Columbus/Pacific office building, 900 Kearny Street, 50 Osgood Place, 505 Montgomery Street and the Bank of Canton. These primarily office developments have all been completed for over five years and now form part of the urban fabric of the area.

Some of the specific land uses adjacent to the project site have changed since the FEIR. Figure 15, page 46, is an updated version of Figure 15 from the FEIR, reflecting the current land uses in the immediate project area. In the block immediately west of the project site on Kearny Street, a theater and retail/restaurant use have been converted to office use, and the building on the southwest corner of Kearny and Jackson Streets has been demolished and is now a vacant lot one level below grade. Immediately to the north of the project site across Jackson Street is 900 Kearny, a six-story office building with a ground floor bank use, that was constructed on a former parking lot adjacent to the Landmark-designated Columbus Tower Building. To the east of the project across Columbus Avenue, a church/religious organization use has been changed to office above retail. Elsewhere in the project area as shown in Figure 15, there are several ground floor retail/restaurant uses that have replaced office use.

As noted in the FEIR, development of the project is proposed on two sites connected by IIs Lane. Site A is located at the southeastern corner of the intersection of Kearny and Jackson Streets; Site B is located at the northwestern corner of the intersection of Washington Street, Columbus Avenue, and Montgomery Street. The International Hotel (I-Hotel) and the Victory Hotel, both residential hotels, were located at Site A until they were demolished in 1979; Site A remains vacant at present, and appears as a pit extending approximately 12 feet below street grade. The Bell Hotel, a 70-unit residential hotel, was located on a portion of Site B prior to its demolition in 1979; this portion of the site remains vacant at present, and also appears as a pit extending approximately 10 feet below street grade. The remainder of Site B is occupied by the two-story Colombo Building, which contains approximately 5,800 sq.ft. of ground floor retail and commercial uses, and 5,800 sq.ft. of second-floor office space. Businesses which currently occupy the building include small restaurants, an office supply retailer, a barber shop, several private offices, and a dry-cleaner. Other uses in the project block are similar to those described in the FEIR.



LEGEND

	Office		Hotel	Ground Floor use (when different from primary use)
	Residential above Office		Church/Religious Organization	
	Residential		Vacant Building	
	Bank		Vacant Lot	
	Retail/Restaurant		Parking Lot	
	Theater		Parking Lot below grade	
				R Retail/Restaurant
				B Bank
				O Office
				I Light Industrial

Source: During Associates after ESA



EXISTING LAND USES FIGURE 15

The FEIR described two community-prepared plans for Chinatown, which were instrumental to the development of the Chinatown Area Plan, an area plan of the *San Francisco General Plan* adopted on February 19, 1987. The FEIR described the objectives and policies from the area plan which have bearing on the project; however, due to changes in the project characteristics, the project's relationship to these objectives and policies requires updating. Policy 1 of Objective 1 states, "maintain the low-rise scale of Chinatown's buildings." The proposed project would include heights up to about 162 feet (plus penthouse), which could be permitted with Conditional Use (CU) authorization in the 65-D-2 height and bulk district. Policy 1 of Objective 4 states, "protect and enhance neighborhood-serving character and commercial uses in predominantly residential areas." The project would provide about 9,900 sq.ft. of retail space, which is intended for neighborhood-serving retail and restaurant uses. Policy 1 of Objective 2 (referred to in the FEIR as Policy 2 of Objective 4) states, "promote a building form that harmonizes with the scale of existing buildings and width of Chinatown's streets." While the design of the proposed project has changed, the analysis of the relationship to this policy remains accurate.

The FEIR describes the earlier project's relationship to Objective 3, Policy 1, of the Commerce and Industry Element of the *San Francisco General Plan*, which states, "promote the attraction, retention and expansion of commercial . . . firms which provide employment opportunities for unskilled and semi-skilled workers." The proposed development no longer includes 12,100 sq.ft. of retail use and 96,800 sq.ft. of office use on Site A. The relocated St. Mary's Chinese School and the Catholic Center uses are now proposed for that part of Site A. The proposed development would displace about 11,600 sq.ft. of existing office and retail businesses in the Colombo Building, which provided a range of employment opportunities. The proposed structure on Site B would include approximately 9,900 sq.ft. of new ground-floor retail uses, which could provide employment opportunities for unskilled and semi-skilled workers; however, not to the extent of the project described in the FEIR. Thus, this objective is no longer applicable to the proposed project. Policies 1 and 2 of Objective 6 of this element deals with "growth of prime downtown office activities" and the maintenance of a "compact downtown core." This discussion is no longer applicable to the project, because the current proposal does not include development of commercial office space.

The FEIR (page 42) described the earlier project's relationship to several objectives and policies contained in the Residence Element of the *San Francisco General Plan*. An update of this element was adopted by the City on September 13, 1990. For this reason, and because of

changes in the proposed mix of uses at the site, that description is no longer accurate. The project would respond to several objectives and policies contained in the current Residence Element and Chinatown Area Plan of the *San Francisco General Plan*, including Resident Element Objective 1, which seeks “to provide new housing, especially permanently affordable housing, in appropriate locations which meets identified housing needs”; Resident Element Objective 2, which seeks “to increase the supply of housing without overcrowding or adversely affecting the prevailing character of existing neighborhoods”; Resident Element Objective 5, “to provide housing affordable by all income groups, particularly low and moderate income households”; Resident Element Objective 6, “to provide a quality living environment”; Chinatown Area Plan Objective 3, “to stabilize and where possible increase the supply of housing”; and Chinatown Area Plan Objective 4, “to preserve the urban role of Chinatown as a residential neighborhood.”

The proposed project would provide a mix of permanently-affordable and market-rate housing, in an area where the need for additional housing of these types has been identified. The provision of housing in this area would not overcrowd or adversely affect the prevailing character of existing neighborhoods, including those of Chinatown and North Beach. These characteristics are in conformity with the updated Residence Element and the Chinatown Area Plan.

ZONING

The project site includes the following zoning districts: Site A is in the Chinatown Residential/Neighborhood Commercial (CR/NC) Use District; and Site B is in the Chinatown Community Business (CCB) Use District. The description of zoning controls for the project in the FEIR (pages 43 and 44, including Figure 16, Planning Code Use, Height and Bulk Districts) are still accurate with one exception: the area designated C-3-G south of the project site in Figure 16, page 44 of the FEIR, is presently CCB (Chinatown Community Business). The residential and institutional (school and chapel) portions of the project would be exempt from floor area-ratio (FAR) limits of both the CR/NC and the CCB Use Districts. The FAR of the underlying zoning, which is 10:1, would apply to the garage and community uses.

B. URBAN DESIGN AND SITE VISIBILITY

The urban design context and site visibility, described on pages 45 and 47 of the FEIR, are generally applicable to the present day setting. The project block is situated in an area where lower-scale development of the older North Beach, Chinatown and Jackson Square communities

about the high-rise development of the Financial District. Figure 16, page 50, contains current photographs of the project site, replacing Figure 17 (page 46) in the FEIR. The six-story, 900 Kearny Building on Jackson and Kearny Streets and Columbus Avenue, directly across from Site A to the north, is the most notable change in the urban design framework since the 1987 FEIR.

As noted on page 47 of the FEIR, views to the north and west of the two sites are characterized by low-rise retail and office buildings. The higher ground of Telegraph Hill terminates the view to the north and views to the south and east are blocked by newer high-rise buildings. In addition to the new building north of the project site on Jackson Street, the site on the southwest corner of Jackson and Kearny Streets formerly contained a two-story building which has been demolished. On the northwest corner of Jackson and Montgomery Streets, a five-story building has been constructed (the site was shown as vacant in Figure 17A on page 47a in the FEIR). Other building heights described in the FEIR are still accurate.

C. SHADOW AND WIND

SHADOW

On pages 49 and 50, the FEIR accurately describes the existing shadow conditions of the project site. Since Site A is vacant, no shadows are cast from this site. The two-story Colombo Building on Site B casts shadows on surrounding streets and sidewalks north of the intersection of Columbus Avenue and Washington Street.

As noted in the FEIR, Portsmouth Square, located one-half block southwest of the project site, is the closest property under the jurisdiction of the Recreation and Park Commission (and, thus, protected by *City Planning Code* Section 295, Proposition K). The existing and proposed project shadow patterns for various times of the day and year are discussed in Chapter IV, Environmental Impacts on pages 67 to 77.

WIND

The discussion on pages 50 and 51 of the FEIR of the existing wind conditions in the City, pedestrian comfort and wind criteria, and the standards set forth in Section 148 of the *City Planning Code*, is applicable to current conditions. The prevailing winds in San Francisco blow



Source: Square One Productions

PHOTOGRAPHS OF PROJECT SITES FIGURE 16

from the west and northwest. Average wind speeds are highest during summer months and lowest during winter months; strongest peak winds occur, however, in winter, when speeds of 47 m.p.h. have been recorded. Section 148 establishes an equivalent (includes the effects of turbulence) windspeed criteria as 7 m.p.h. for seated pedestrian comfort, and 11 m.p.h. for walking pedestrian comfort.¹ No building would be permitted to exceed the 26 m.p.h. wind hazard level for more than a single hour of any year.

The existing and project-generated wind conditions are addressed in Chapter IV, Environmental Impacts on pages 77 to 79.

NOTES - Shadow and Wind

¹ Although Section 148 applies to C-3 Districts, the proposed project is across the street from a C-3 District and it is reasonable to apply the same wind criteria.

D. HISTORIC, ARCHITECTURAL AND CULTURAL RESOURCES

HISTORIC/ARCHITECTURAL RESOURCES

The discussion in the FEIR on pages 52 to 55 regarding Historic and Architectural Resources is still accurate. The project site is located immediately east of the Jackson Square Historic District. The Chinatown Historic District was proposed in 1985, but was never acted on by the City Planning Commission or the Board of Supervisors. The project site is adjacent to the north end of this proposed district. About 15 buildings within a one-block radius of the project site are rated on the 1976 Department of City Planning Architectural Inventory. Seventeen nearby buildings are designated City Landmarks and eleven buildings within one block west of Site A, plus the Colombo Building, are identified as architecturally significant in the Chinatown Area Plan of the *San Francisco General Plan*.

The only building on the project sites is the Colombo Building, rated "3" in the 1976 Department of City Planning Architectural Inventory and "B*" by the Foundation for San Francisco's Architectural Heritage.¹ In May 1984, the Landmarks Preservation Advisory Board (LPAB) recommended City Landmark Status for the Colombo Building, but no formal designation by the City has taken place. The Colombo Building was evaluated as part of the 1982 North Beach Survey and was determined to be potentially eligible to be placed on the National Register of Historic Places (NRHP). The State Office of Historic Preservation concurred in this identification

in 1996 and rated the building "4S." In the NRHP status codes, the "4S" rating implies that the building may become eligible for separate listing in the National Register when more historic or architectural research is performed on the property.² Figure 20 on page 54 of the FEIR should be amended to note the additional evaluation of the Colombo Building.

CULTURAL RESOURCES³

The description in the FEIR on pages 55 to 57 of the prehistoric and historic resources of site is still accurate. There are no recorded prehistoric sites near the project sites. Research suggests that Native American Indians lived nearby and frequented the project area, and the project sites have been near the heart of San Francisco's development since the City's colonial days. Field studies on Site A revealed an intact gold rush site with a comprehensive assemblage of well-preserved artifacts (in excess of 10,000 specimens) from the mid-19th Century era. Prior to 1979, the I-Hotel provided low-income housing to mostly Asian, particularly Filipino, elderly tenants. The project sites are in an area formerly referred to as "Manilatown" because of the large number of Filipinos who lived in the vicinity.

NOTES - Historic, Architectural and Cultural Resources

¹ The Colombo Building was rated "B*" by Heritage in its extended survey. The "B*" rating was given to the Colombo Building because of the alterations to the structure which affect its integrity; B* means if these alterations were reversed or removed, the building would be rated "A" by Heritage.

² *Kearny Street/Columbus Avenue Project, Historic Resources Study*, Page & Turnbull, Inc., August 1996.

³ Allen G. Pastron, Ph.D, of Archeo-Tec, consulting archaeologists, conducted archival research for both project sites and the surrounding area. Three reports: *Cultural Resources Evaluation: Pan Magna Development Project San Francisco, California*, June 1995; *Pan Magna Plaza: Pre-construction Archaeological Testing Program*, December 29, 1987; and *Archaeological Data Recovery Program Conducted Within Site A of the Kearny/Columbus Site, San Francisco, California*, February 1996, are on file and available for public review at the San Francisco Planning Department, 1660 Mission Street, San Francisco.

E. TRANSPORTATION

The discussion in the FEIR on pages 57 to 60 is outdated. Traffic conditions in the project area and in San Francisco have changed to the extent that a new transportation analysis of the project is warranted. This section addresses the current transportation setting for the project area and the City.

The project site is located on the block bounded by Kearny Street, Jackson Street, Washington Street, and Columbus Avenue, at the confluence of the North Beach, Chinatown and the Financial Districts (see Figure 1, page 23). These streets, as well as Montgomery Street and Broadway, provide primary access to and from the site. Within the project block are two minor stub streets (Gibb Street and IIs Lane), and an off-street surface parking facility for about 80 cars.

The project site is located in one of four traffic analysis zones established by the Metropolitan Transportation Commission (MTC) in the City and County of San Francisco; Superdistrict 1, in which the site is located, extends westward to Van Ness Avenue, southward to Townsend Street, and northeastward to the Bay.

Changes to San Francisco's regional transportation network were brought about by the 1989 Loma Prieta earthquake, and included closure and/or demolition of several freeways and associated facilities. Recent work has included reopening of the section of I-280 between Cesar Chavez Street (Army Street) and U.S. 101, demolition of the Terminal Separator Structure (a series of on- and off-ramps linking the Bay Bridge with surface streets in the vicinity of Mission, Main and Beale Streets), demolition of a portion of the Central Freeway between Turk and Fell Streets, and demolition of the Embarcadero Freeway (I-480). The Embarcadero Freeway provided regional freeway access for neighborhoods in the northeast sector of the City, including Chinatown and North Beach, with the on/off-ramps on Washington and Clay Streets approximately three blocks east of the project site. The City is currently studying the alternatives for replacement of the Terminal Separator Structure and the Embarcadero Freeway (and realignment of the Embarcadero Roadway), as well as options for replacement of the damaged Central Freeway. These projects are expected to be completed by the year 2000.

Kearny Street is a discontinuous north-south street running from Market Street to Fisherman's Wharf (Site A has Kearny Street frontage). In the vicinity of the project site, Kearny Street is one-way northbound; it is identified in the *San Francisco General Plan* as a major arterial and a Transit Preferential Street. Transit Preferential Streets are considered important for transit operations where interference with other traffic should be minimized.¹

Columbus Avenue is a two-way, northwest-southeast boulevard running from Montgomery Street to Beach Street (Site B has Columbus Avenue frontage). The *San Francisco General Plan*

identifies Columbus Avenue as a major arterial, a Transit Preferential Street, a Citywide Pedestrian Network Street, a Neighborhood Pedestrian Street, and a Citywide Bicycle Route.

Jackson Street is a one-way, eastbound street running adjacent to the project site (Site A has Jackson Street frontage). Some segments of Jackson Street (outside the project area) have *San Francisco General Plan* Transit Preferential Street designations, and the Powell & Hyde Street Cable Car runs along Jackson Street in the Nob Hill area. In the vicinity of the project site, Jackson Street provides local access between Chinatown and Jackson Square.

Montgomery Street, which runs in a north-south direction, is a one-way southbound street south of its intersection with Columbus Avenue and Washington Street (adjacent to the site), and a two-way street north of this intersection. Between Washington Street and Bush Street, Montgomery Street is a designated major arterial and Transit Preferential Street; between Washington Street and California Street, it is designated a Citywide Pedestrian Network Street.

Broadway is a two-way, east-west boulevard located two blocks north of the project site. Within the vicinity of the site, Broadway is designated as a major arterial (between Franklin Street and The Embarcadero), and a Citywide Bicycle Route (between Webster Street and The Embarcadero).

The project site is well served by the San Francisco Municipal Railway (MUNI), and regional transit operators. Stops for approximately 12 MUNI bus lines are within walking distance of the project site; MUNI provides crosstown and radial service with diesel and electric coaches to and from the Downtown area.² Figure 17, page 55, shows transit routes in the project area. The closest MUNI stops to the project site are on site frontages: the southeast corner of the Jackson/Kearny intersection (serving lines 9X, 9AX, 9BX (San Bruno Express routes), and 15-Third Street); the southwest corner of the Columbus/Jackson intersection (serving lines 15-Third Street, 30X-Marina Express, and 41-Union Street); and the northwest corner of the Columbus/Montgomery/Washington intersection (serving lines 15-Third Street and 30X-Marina Express). Golden Gate Transit (Marin County service) has several lines running along Sansome and Battery Streets, respectively one and two blocks east of the project site. Alameda County (AC) Transit (East Bay service), SamTrans (Peninsula service), and CalTrain (Peninsula service) do not serve the project site directly, but may be reached by transferring from the appropriate MUNI lines. The Downtown Ferry Terminal, located approximately six blocks east of the project site, provides regional ferry service from San Francisco to landings in Oakland, Vallejo, Larkspur, and Sausalito.



Source: Kolve Engineering

MUNI ROUTES IN THE PROJECT VICINITY FIGURE 17

Pedestrian facilities are provided throughout the project area. Weekday PM peak hour pedestrian counts were taken in November 1995, for the four crosswalks at the Kearny/Jackson and Kearny/Washington intersections. These crosswalks currently operate at Level of Service (LOS) B or better, during the peak period.³

Parking within the project area consists of metered and unmetered on-street parking spaces, and publicly accessible off-street lots and garages. On-street parking in the area consists of one-hour and two-hour spaces, which are generally well utilized and have a high turnover rate. There are approximately 2,043 off-street parking spaces in 18 garages and lots in the project area, with a weekday (midday) utilization rate of about 91 percent (based on surveys conducted in November, 1995).

NOTES - Transportation

¹ Transportation Element, *San Francisco General Plan*, amended July 1995, pages 32, 43 and 59.

² Walking distance is considered one-quarter mile.

³ A LOS A indicates a condition where pedestrians move in desired paths without altering their movements in response to other pedestrians, walking speeds are freely selected, and conflicts between pedestrians is unlikely. An LOS B indicates a condition where sufficient area is provided to allow pedestrians to freely select walking speeds, to bypass other pedestrians, and to avoid crossing conflicts with others. At LOS B, pedestrians begin to be aware of other pedestrians, and to respond to their presence in the selection of walking path.

F. AIR QUALITY

The following setting information on air quality reflects the current conditions in San Francisco. The section on air quality in the FEIR on pages 60 to 63 is outdated and inappropriate for the EIR.

The Bay Area Air Quality Management District (BAAQMD) operates a regional monitoring network that measures the ambient concentrations of six air pollutants: ozone (O₃), carbon monoxide (CO), fine particulate matter (PM₁₀), lead (Pb), nitrogen dioxide (NO₂), and sulfur dioxide (SO₂). On the basis of the monitoring data, the Bay Area had been designated a "non-attainment" area with respect to the Federal O₃ and CO standards. The Bay Area recently was recently redesignated by the U.S. Environmental Protection Agency (EPA) a "maintenance area" for ozone, while a request for redesignation to "maintenance area" for CO has been submitted to the EPA. The air basin is either an attainment area or is unclassified for all other national ambient air quality standards. San Francisco has experienced violations of the State 8-hour CO and PM₁₀

standards. A 4-year summary of data collected at the BAAQMD monitoring station at 10 Arkansas Street (a few miles southeast of the project site near 16th Street) is shown in Chapter X, Appendix D, together with the most stringent corresponding State and/or Federal ambient air quality standards in San Francisco. From 1991 to 1994, no violations occurred of either the 1-hour or 8-hour State and Federal CO standards, or the standards for O₃, NO₂, SO₂, or lead. The State PM₁₀ standard was exceeded on between 5 and 15 days each year during the 4-year period of 1991 to 1994; the Federal PM₁₀ standard is less stringent and was not exceeded.

CO concentrations are monitored both at the 10 Arkansas Street monitoring station and at BAAQMD headquarters at 939 Ellis Street. Monitored levels at 939 Ellis Street, which is located near the heavily travelled Van Ness Avenue corridor, should be representative of the project site.

PM₁₀ levels are relatively low near the coast and increase with distance from the coast, peaking in dry, sheltered valleys. The primary sources of PM₁₀ in San Francisco are construction and demolition, combustion of fuels for heating, and vehicle travel over paved roads.¹

Comparison of these data with those from other BAAQMD monitoring sites indicates that San Francisco's air quality is among the least degraded of all developed portions of the Bay Area. Three of the prevailing winds, west, northwest, and west-northwest, blowing off the Pacific Ocean, reduce the potential for San Francisco to receive air pollutants from elsewhere in the region.

Before 1989, occasional violations of the State/Federal 8-hour standard for CO were recorded annually. CO is a non-reactive air pollutant, the major source of which is motor vehicles. CO concentrations are generally highest during periods of peak traffic congestion.

San Francisco, like all other subregions in the Bay Area, contributes to regional air quality pollutants, primarily O₃, in other parts of the Bay Area. O₃ is not emitted directly from air pollutant sources, but is produced in the atmosphere over time and distance through a complex series of photochemical reactions involving hydrocarbons (HC) and nitrogen oxides (NO_x), which are carried downwind as the photochemical reactions occur. O₃ standards are violated most often in the Santa Clara, Livermore, and Diablo Valleys, because local topography and meteorological conditions favor the build-up of O₃ precursors there.

In 1990, emissions from motor vehicles were the source of 76 percent of the CO, 46 percent of the HC, 4 percent of the PM₁₀, 18 percent of the SO₂ and 55 percent of the NO_x emitted in San Francisco.² These percentages are expected to apply reasonably well to current conditions, although the amount of pollutants may have changed.

The Federal Clean Air Act and the California Clean Air Act of 1988 require that the State Air Resources Board, based on air quality monitoring data, designate portions of the state where the Federal or State ambient air quality standards are not met as "non-attainment areas." Because of the differences between the national and State standards, the designation of non-attainment areas is different under the Federal and State legislation.

The Bay Area has both a Federal and State air quality plan. Both plans propose the imposition of controls on stationary sources (factories, power plants, industrial sources, etc.) and Transportation Control Measures designed to reduce emissions from automobiles.

NOTES - Air Quality

¹ Bay Area Air Quality Management District, *Base Year 1990 Emissions Inventory Summary Report*, October 1993.

² Ibid.

G. EMPLOYMENT AND HOUSING

The Employment and Housing setting section of the FEIR (pages 63 to 76) described the project area and regional characteristics for employment and housing in 1987. This section provides current information pertaining to employment, the commercial rental market in downtown San Francisco (office vacancy rates and rents) and the housing conditions in Chinatown. The 1987 information on commercial development and employment is no longer up to date and is completely replaced with the following discussion. Housing in Chinatown has changed less so, and is merely augmented and updated below.

EMPLOYMENT

The 1995 *Commerce and Industry Inventory* report, the third annual inventory prepared by the San Francisco Planning Department, provides economic information related to the Commerce and Industry Element of the *San Francisco General Plan*. As part of its analysis of employment trends in the City, it summarizes the relatively sharp decline in employment that occurred

between 1990 and 1993, partially resulting from one of the worst post-war recessions affecting national, state and local economies. During this period, San Francisco employment declined by about 37,400, or seven percent, to 521,500.

At the time that the Embarcadero Freeway was closed and then removed, following the Loma Prieta earthquake in 1989, there was a drop-off in business revenues in the commercial areas of Chinatown, North Beach and Fisherman's Wharf, particularly for businesses serving the Bay Area region and tourists. The loss of a direct freeway connection between I-80 and these neighborhoods is considered by some to be a contributing factor in this economic downturn. While the increased travel time to Chinatown and North Beach doubtless affected businesses in those areas, the recession, which some analysts find signs of beginning up to six months prior to the earthquake, ultimately overshadowed the effects of the earthquake for most businesses.

From the time the FEIR was certified in June 1987 to the present, however, employment at the project site has remained relatively stable. The Colombo Building, which has a mix of neighborhood-serving, ground-floor retail uses and second-floor offices typical of the Chinatown area, has maintained employment levels of about 40 during this period.¹

Office Vacancy Rates and Commercial Rents

The FEIR reported that a 1984 citywide survey of 315 office buildings showed a citywide vacancy rate of about 6.8 percent; a 1985 survey placed the Downtown office vacancy rate at approximately 12.4 percent.

On January 1, 1996, the San Francisco commercial real estate firm Stubbs, Collenette and Associates, Inc., issued *Office Space Survey, San Francisco Central Business District*, a report that surveys the current commercial office market in Downtown San Francisco.² This report surveyed 47,284,152 sq.ft. of office space, and found that the overall vacancy rate in the North of Market (NOM) area, which is roughly equivalent to the Financial District, was 8.2 percent (7.3 percent for Class A space, 9.5 percent for Class B space, and 11.2 percent for Class C space). This compares to an overall rate of about 9.18 percent for all classes of office space in the NOM and South of Market (SOM) areas combined.

The report states that California's real estate markets went into a recession well behind those of other major cities in the country, and are emerging from the recession later than the other markets. The report notes that there is a familiar pattern of recovery that has already occurred in cities such as Boston, Washington, Atlanta, Seattle, Denver, and mid-town Manhattan, which may foretell mid-term trends in San Francisco's office market. In all of these cities, vacancies for CBD office space have fallen, rents have risen, and capitalization rates have dropped. In most cases, new construction has not yet been justified, indicating that there will be a lag time of several years before new office space is delivered. Consequently, the market is set to tighten, both in terms of effective lease rates and in the capital value of office buildings.

The report also finds that construction has recently commenced on speculative office development in the Mid-Peninsula and East Bay office markets. Rents have risen to levels which have justified new construction, indicating that most of the surplus space created during the 1980s has been absorbed in those areas of the Bay region. This suggests that a San Francisco office tenant looking for suburban alternatives will not have the wealth of options that were available two to three years ago.

The 1987 FEIR found that as a result of demand and increasing operating costs in San Francisco, land prices, construction costs and interest rates, monthly rents for Financial District office space more than tripled in a decade, from \$8.50 per sq.ft. in 1970 to approximately \$30 per sq.ft. in 1981. As part of the 1996 Stubbs, Collenette and Associates, Inc. report cited above, a survey was completed of sample Class A and Class B buildings to determine trends in commercial office rents. The survey revealed that effective rents for view-space in "trophy quality" Class A buildings have risen between 10 percent and 20 percent since early 1993, depending on the building and location. This has been accomplished by a combination of higher contract rents, and a lessening of free rent, moving allowances and other inducements. As an example, specific leases were tracked at One Market Plaza, a Class A (trophy) building of 1.3 million sq.ft.; between January 1993 and December 1995, effective five-year rents rose from about \$25 per sq.ft. to about \$30 per sq.ft. Thus, some rates have returned to the levels found in the early 1980s. In non-Class A space, and in all categories of Class B space, no discernable increases in rents have been shown, except for small spaces under 2,000 sq.ft. As vacancy rates continue to fall, however, and leasing activity in these buildings increases, it is expected that increased rents will follow later in 1996.

HOUSING

San Francisco provides approximately 13 percent of the Bay Area's housing. The *San Francisco General Plan* establishes two priority policies of particular relevance to the proposed project: 1) that the city's supply of affordable housing be preserved and enhanced; and 2) that existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods.

Housing Conditions and Needs in Chinatown

The housing conditions in Chinatown today are not substantially different than those described in the FEIR (pages 66 to 68): Chinatown has experienced steadily worsening housing problems; the community's housing stock has deteriorated due to age, deferred maintenance, and overcrowding; and the population of Chinatown is older, poorer, less educated and more poorly housed than that in most of San Francisco.

Several recent studies give statistical as well as anecdotal evidence of the need for affordable, senior housing in San Francisco, particularly in the Chinatown area.³ There are approximately 138,000 persons age 60 or older living in San Francisco, approximately 19 percent of the total population. Between 1980 and 1990, the percentage increase of San Francisco residents over 60 years of age was negligible; there was, however, a noticeable increase in the percentage of persons 75 and older, and persons 85 and older. In Chinatown, between 1980 and 1990, the percentage of seniors 65 years of age and older increased from about 24 percent to 27 percent.

As the proportion of the elderly population in the higher age brackets increases, health problems increase, mobility decreases, and there is a corresponding change in the types of housing needed. The housing needs of elderly residents are compounded by poverty conditions, which also disproportionately affect Chinatown's elderly population.

High rents and low income levels are common for many elderly residents in San Francisco, suggesting a substantial demand for affordable and/or subsidized housing. Waiting lists for affordable senior housing units also indicate a high level of demand. In 1993, the Mayor's Senior Services Plan Task Force reported that applicants for senior/disabled units wait from two to four years prior to receiving assistance. A Catholic Charities survey in 1993 of 23 elderly facilities (other than public housing) revealed an average waiting period of 3.3 years for access to such

units. The San Francisco Housing Authority (SFHA) has a current (1996) waiting list of about 15,500, of which approximately 40 percent are senior/disabled. Current occupancy levels in existing SFHA dwellings is 98 percent overall, and 99 percent for senior/disabled units. With virtually a zero turnover rate, the SFHA can accommodate persons on its waiting list only by new construction.⁴

NOTES - Employment and Housing

¹ Willem Fleurbaaij, Pan Magna Group, Project Sponsor, telephone conversation, July 19, 1996.

² A copy of this report is on file and available for public review at the San Francisco Planning Department, 1660 Mission Street, San Francisco.

³ *Comprehensive Housing Affordability Strategy*, City and County of San Francisco; Area Plan 1993-1997, San Francisco Commission on the Aging; the Mayor's Senior Services Plan Task Force, November 5, 1993; and *Survey of Elderly Housing Facilities in San Francisco*, by Catholic Charities, 1993. Copies of these reports are on file and available for public review at the San Francisco Planning Department, 1660 Mission Street, San Francisco.

⁴ Mr. Ron Soneshine, Public Information Officer, San Francisco Housing Authority, telephone interview, July 1, 1996.

H. HAZARDS¹

As noted on page 57 of the FEIR, this city block has a history of developed uses for more than one hundred and fifty years. Many of the historic uses at these properties are associated with the presence of hazardous materials, either in the building materials,² in the fill materials underlying the site, or due to the specific land use activities at the site.

Historic records indicate that the first structures on the project site were built in the early 1840s. All of the original structures on the project site were destroyed during the earthquake and fire of 1906. Subsurface investigations have shown that the site is currently underlain by a layer of fill material, including fill that contains debris from the 1906 earthquake and fire. The fill layer ranges in thickness from approximately two feet to seven feet. Underlying the fill, sand and clay mixtures were generally encountered to a total depth of approximately 80 feet below ground surface. The depth to groundwater at the site ranges from ground surface to a depth of approximately four feet.

Due to the historic land uses on the project site, the firm of Treadwell & Rollo, Inc., a geotechnical and environmental consulting firm, under contract to the project sponsor, conducted hazardous materials site assessments and investigations at the project site. The objectives of these studies were: (1) to evaluate the potential for hazardous materials to be

present in the soil at the project site, (2) to identify and to characterize the nature and extent of hazardous wastes, and (3) to develop remediation strategies to mitigate public health hazards in accordance with regulatory requirements.

The Preliminary Environmental Assessment prepared in April 1994 by Treadwell & Rollo presents the results of the Phase I site assessment. The Phase I assessment includes a summary of the existing and previous site uses at the project site, based on research of Federal, State and local government agencies' files, review of historic aerial photos, historic fire insurance maps, and site reconnaissance. The Phase II subsurface assessment prepared for Site A in January 1996 consists of site testing, including soil borings, soil sampling and chemical analyses for the presence of hazardous materials and wastes.

NOTES - Hazards

¹ The information in this section is based largely on two background technical reports prepared by Treadwell & Rollo, Inc., Consulting Engineers and Scientists, for this project: *Preliminary Environmental Site Assessment, IIs Lane Development, San Francisco, California*, April 4, 1995, and *Soil and Groundwater Quality Assessment, Kearny and Jackson Street Site, San Francisco, California*, January 26, 1996. Copies of both reports are on file and available for public review at the San Francisco Planning Department, 1660 Mission Street, San Francisco.

² Hazardous materials are substances with certain chemical and physical properties that could pose a substantial present or future hazard to human health or the environment when improperly handled, stored, disposed or otherwise managed. A substance is hazardous if it exhibits characteristics of ignitability, corrosivity, reactivity, or toxicity (*California Code of Regulations*, Title 22, Section 66261.20). The term "hazardous materials" is a broad term that includes waste products, substances, and usable products. In general, discarded or inherently waste-like hazardous materials are referred to as hazardous wastes. The term "hazardous substances" is sometime used interchangeably with "hazardous materials" but is commonly associated with federal regulations, which use that term, and in that connotation excludes petroleum products.

IV. ENVIRONMENTAL IMPACTS

The Final EIR (FEIR) references an Initial Study which determined that the following issues required no further environmental analysis: noise, construction air quality, energy, utilities and public services, biology, geology/topography, and water. These issues also do not require discussion in this document, as no new information on these topics has come to light and the proposed project changes do not cause new potentially significant environmental impacts in any of these areas. Mitigation measures from the Initial Study that remain relevant, such as for construction air quality, are included in Chapter V, Mitigation Measures, of this Supplemental EIR (SEIR) (Chapter V, pages 106 to 113).

This chapter discusses the same environmental areas as the FEIR and provides analysis of potential impacts related to the revised proposed project. Since the uses of the proposed project have changed to include more housing and no office, some of the environmental areas would be affected in different degrees than the project proposed in the FEIR. The impact analyses of land use and zoning, urban design, shadows and wind, and historic, architectural and cultural resources would be similar to the FEIR. Project-related transportation, air quality, economic conditions and hazardous wastes are substantially different than the conditions described in the 1987 FEIR, and the analyses of the project's potential effects in this SEIR on these areas would be correspondingly different. As was the case in the FEIR, some impacts presented in this section are not physical environmental effects as defined by the California Environmental Quality Act; however, they are included in this SEIR for informational purposes.

A. LAND USE AND ZONING

LAND USE

The Land Use and Zoning impacts section of the FEIR (pages 77 to 80) stated that the project proposed at that time would intensify office and retail space, extending the increased scale of these Financial District uses across Washington Street. It stated that the historic uses on the

sites would not be changed, but that the project would affect the scale and character of the surrounding neighborhoods (except for the Financial District), including Chinatown and North Beach. Potential changes resulting from that project which were identified in the FEIR included increased on-site employment, increased pedestrian activity, and increased pressure for conversion of nearby uses from lower-income-producing uses to higher-income-producing uses. The currently proposed project would not include commercial office space, and its retail space would be substantially less than earlier proposed. Therefore, those descriptions of the potential land use impacts of the previous project would not apply to the current proposal.

The currently proposed project would create a mixed-use development at Site A and Site B, consisting of 104 affordable residential units for seniors, up to 70 market-rate residential units, an elementary school, a Chinese language and cultural school, a religious pastoral and social center, 9,900 sq.ft. of neighborhood-serving retail space, and approximately 241 off-street parking spaces (156 self-park at Site A and 85 valet spaces at Site B).

The St. Mary's Chinese Catholic Center would introduce new land uses (institutional and religious) to the project area, however, these uses would be oriented to the needs of the Chinatown community and would be compatible with other land uses in the surrounding area.

The proposed uses on Site B would provide housing opportunities for workers in the Financial District, not unlike the Washington/Montgomery Tower located at 555 Montgomery Street, directly across Washington Street from Site B. This would also be considered a compatible land use. The combined development would increase pedestrian activity in the vicinity, due to the increased on-site population and the activities proposed.

ZONING

The FEIR (pages 78 to 80) described the zoning controls that pertain to Site A and Site B, and while the height and bulk of proposed structures has changed, all of the discussion with respect to controls and required exceptions is still accurate. Site A of the proposed project would require Conditional Use (CU) authorization to exceed 35 ft. in height adjacent to the Kearny Street sidewalk (Section 254, which calls for sunlight access); Sites A and B require CU authorization for new buildings exceeding 35 ft. in height in the Chinatown Mixed Use Districts (Section 254); and Sites A and B require CU authorizations for new buildings with heights above 65 ft. in a 65-D-2 Height and Bulk District (Section 263.1). The proposed project would also

require a modification of rear yard/lot coverage requirements (Section 134.1); exception from bulk requirements (in accordance with Section 271); exceptions to exceed a 5,000 sq.ft. lot size (Section 121.3); to potentially exceed the 5,000 sq.ft. per commercial size limit on Site B (Section 121.4); to exceed a street frontage of 50 linear feet (Section 145.3); exceptions from the loading dock requirement (Section 152, Table 152) and the open space requirement (Section 135.1); deviation from parking requirement (Sections 151(j), 154, 155, 161 and 209); and an exception to permit provision of a parking garage in the CR/NC (Sections 812 and 890.11).

The basic Floor Area Ratio (FAR) for the CR/NC District is 1.0:1; the FAR for the CCB District is 2.8:1. These FAR limits would not apply to the proposed project, in accordance with Section 124.(a)&(b), which exempt residential and institutional (school and chapel) uses. The underlying FAR of 10:1 would apply to garage and commercial uses.

Under the permanent controls which govern the residential density allowable on Site A and Site B, the permitted dwelling unit density is one for each 200 sq.ft. of lot area (Section 207.5). The Code further provides, under Section 209.1(m), that dwellings specifically designed for, or occupied by senior citizens or physically handicapped persons may be allowed at a density not exceeding twice the number of units otherwise permitted. The 104 units proposed at Site A would be fewer than the 188 units permitted. The 70 units proposed for Site B are the maximum allowed by the Code.

The FEIR (pages 79 and 80) described the zoning controls that pertain to Site A and Site B concerning the type and amount of required and permitted off-street parking. An analysis of the currently proposed parking plan and its relationship to the Code is provided in Chapter IV.E, Transportation.

B. URBAN DESIGN AND SITE VISIBILITY

URBAN DESIGN

The analysis of urban design impacts on pages 80 and 81 of the FEIR is applicable to the potential effects of the proposed project. The project would alter the scale, facade rhythm, and urban texture of the project block and its vicinity. The project would represent a departure in form and scale from existing development on the project block and it would be similar to newer highrise and mid-rise structures located mainly south of the block. The Urban Design Element objectives and policies discussed in Table 3 (pages 82 through 84) in the FEIR are still applicable to the proposed project. The relationship of the project to the policies would still be the same.

SITE VISIBILITY

As noted on page 81 of the FEIR, in some short- and mid-range views, the two proposed structures would alter the small-scale character of the area (see Figures 18 through 21, pages 68 to 71, for photomontages of the current proposal). The project would be visible from medium- and long-range view points to the north and west. From Telegraph Hill and Nob Hill, the project would be visible as part of a group of existing structures of the downtown Financial District. Occupants at lower levels of adjacent buildings may have some views blocked; however, these are private views rather than public panoramic vistas, which are not affected by the project.

Under *City Planning Code* Section 263.1, the proposed project would be allowed to exceed the 65-foot height limit up to 200 feet; however, the City Planning Commission would consider the project with respect to the following criteria: siting of the buildings so as to produce a stepping down of the height from the downtown Financial District to the Jackson Square Area; the avoidance of excessive bulk, intrusiveness or continuous wall of buildings that would adversely affect views, penetration of sunlight or pedestrian amenity; and respect for the historic and architectural character and special scale of Jackson Street. The project would represent a stepping down from the Downtown District, from the 30-story towers on the south side of Washington Street to the 6- and 7-story buildings on the north side of Jackson Street. Public scenic views or vistas would not be obstructed and the project would not cast new shadows on Portsmouth Square (see section C. Shadow and Wind below).

C. SHADOW AND WIND

SHADOW

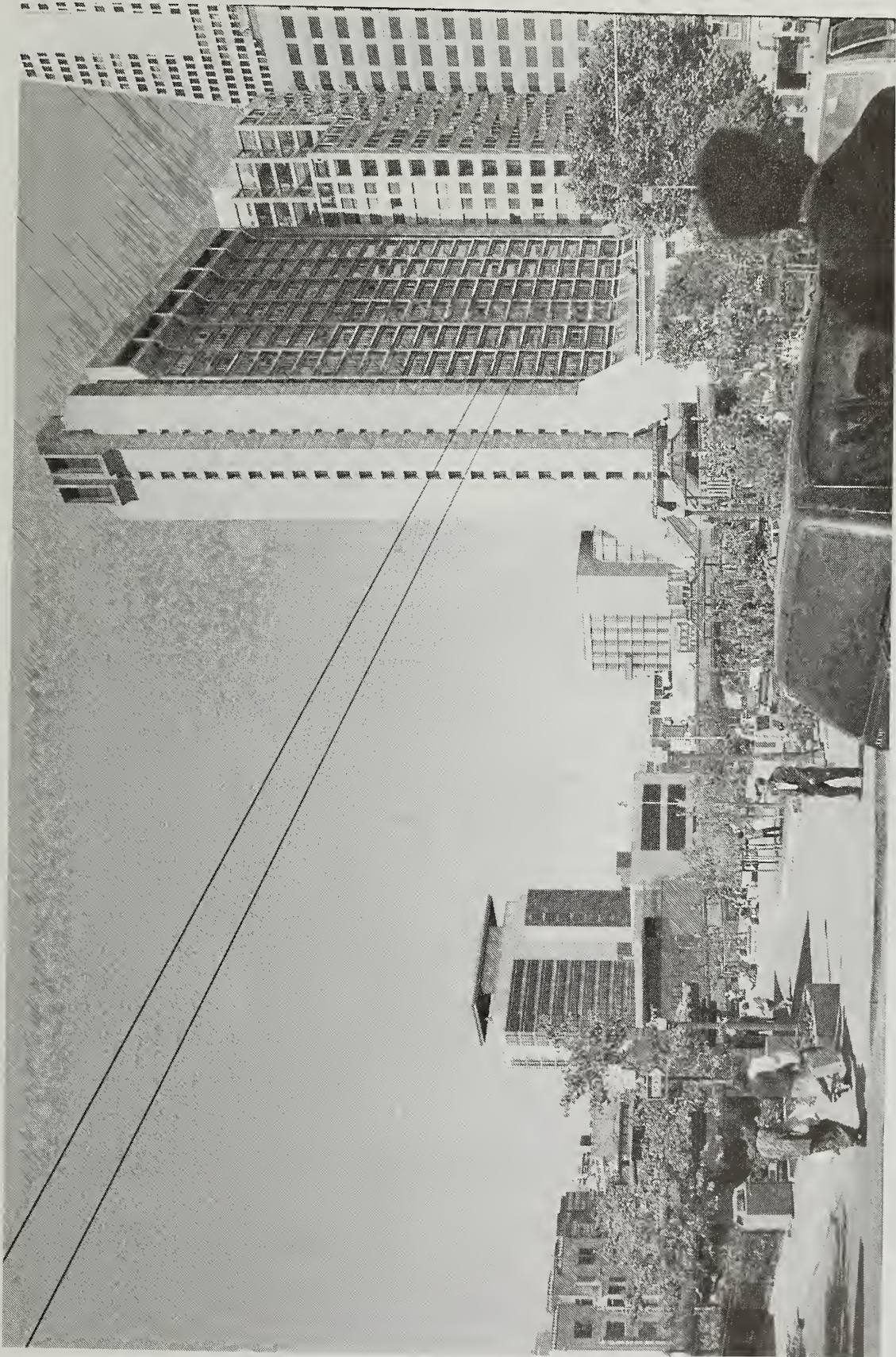
A new shadow analysis was conducted for the proposed project for all four seasons of the year (March, June, September and December) at 10:00 a.m., noon and 3:00 p.m., to determine the range of project shadow impacts, which are slightly different than the project analyzed in the FEIR on pages 81, 92 and 93. Surrounding highrises, such as the Transamerica Pyramid and the Holiday Inn Hotel, currently cast substantial shadow in the project vicinity.

In March at about 10:00 a.m. (see Figure 22, page 72), the project would cast new shadow on the intersection of Kearny and Jackson Streets and along the street frontages of Site A. The building on Site B would cast new shadow on a rooftop and a small portion of IIs Lane in the interior of the project block. By noon, the shadows would have shortened, shadows from the



Source: Square One Productions

PHOTOMONTAGE OF SITES A AND B FROM COLUMBUS/KEARNY **FIGURE 18**



Source: Square One Productions

PHOTOMONTAGE OF SITE A FROM SW CORNER OF PORTSMOUTH SQ **FIGURE 19**



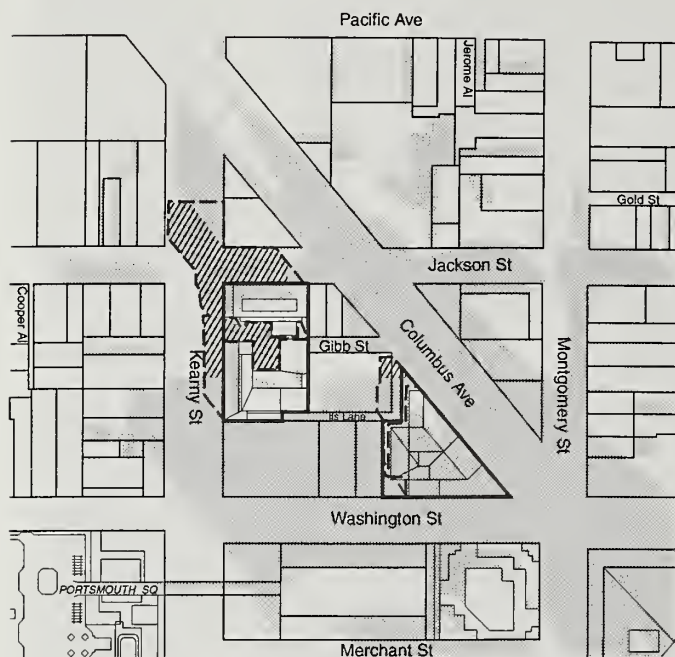
Source: Square One Productions

PHOTOMONTAGE OF SITE B FROM WEST OF KEARNY/WASHINGTON FIGURE 20

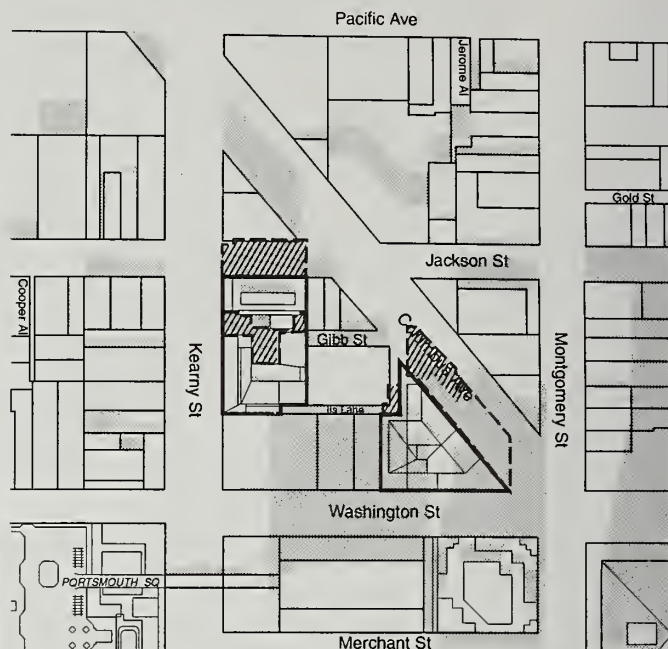


Source: Square One Productions

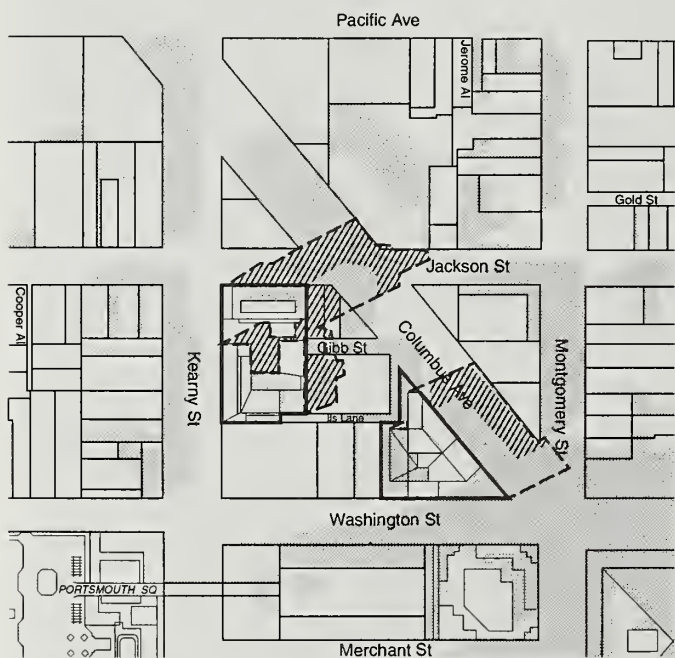
PHOTOMONTAGE FROM NOB HILL FIGURE 21



10:00 AM PDT



12:00 NOON PDT



3:00 PM PDT

LEGEND

- Project Shadow
- Shadow from existing building
- ▨ Net new shadow from project



Source: During Associates and ESA

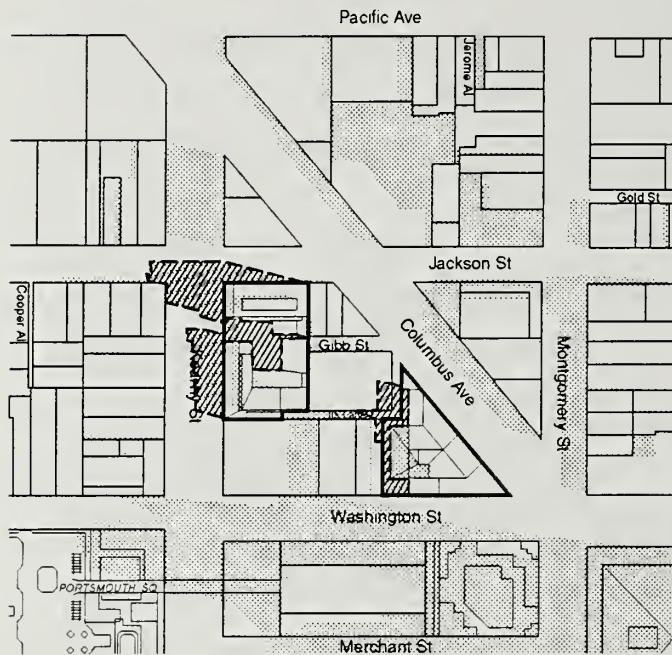
PROJECT SHADOW PATTERNS—MARCH 21 FIGURE 22

Site A building would cover the south side of the 900 Kearny Building, extending north across Jackson Street. Shadows from the building on Site B would extend northeast including new shadow mainly on Columbus Avenue and a portion of IIs Lane. At 3:00 p.m., shadow from Site A would extend northeastward as far as the east side of Columbus Avenue, covering streets, sidewalks, the bus stop on Columbus and rooftops. Shadow from Site B would extend across Columbus to the old Transamerica building.

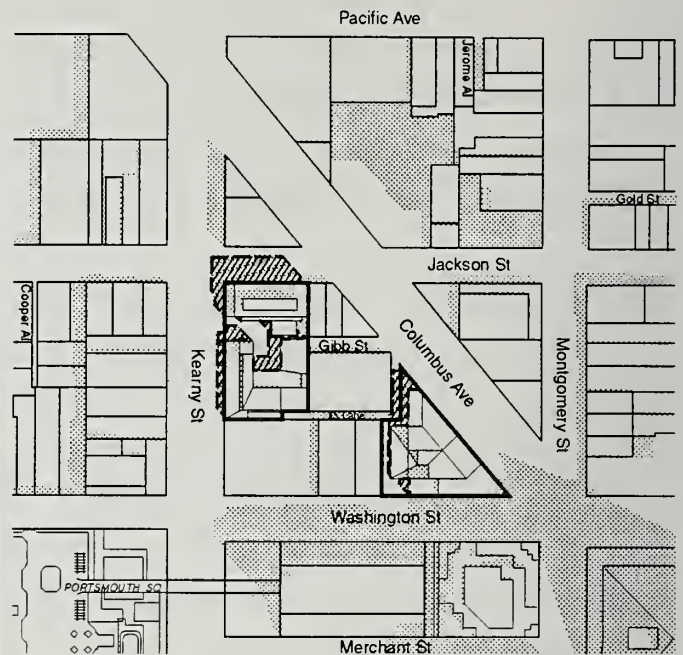
In June at 10:00 a.m. (see Figure 23, page 74), the building on Site A would cast shadows northwestward across Kearny Street; the building on Site B would cast shadow northwestward mainly onto rooftops and on IIs Lane in the interior of the project block. By noon, project shadows would have shortened somewhat: Site A would shade portions of streets and sidewalks north and west of the site; Site B would shade portions of IIs Lane. At 3:00 p.m., the structure on Site A would shade the southern sidewalk of Jackson Street west of Columbus Avenue and sidewalks on Columbus and Jackson, east of the intersection, and the restaurant at the southeast corner of the Columbus and Jackson intersection; Site B would add new shadow across Columbus Avenue and on Montgomery Street.

In September at 10:00 a.m. (see Figure 24, page 75), the Transamerica Pyramid and the Holiday Inn cast shadow across both project sites; the proposed structure on Site A would add new shadow to portions of Kearny and Jackson Streets. The building on Site B would cast no new shadow at 10:00 a.m. At noon, the building on Site A would cast new shadow extending westward on Kearny Street and past Jackson Street to the next block; the building on Site B would shade a portion of Columbus Avenue and IIs Lane. At 3:00 p.m., the building on Site A would cast shadow northeastward, across Columbus Avenue, shading streets and sidewalks and the rooftops on the project block. The structure on Site B would cast some new shadow on Columbus Avenue as far as the old Transamerica building.

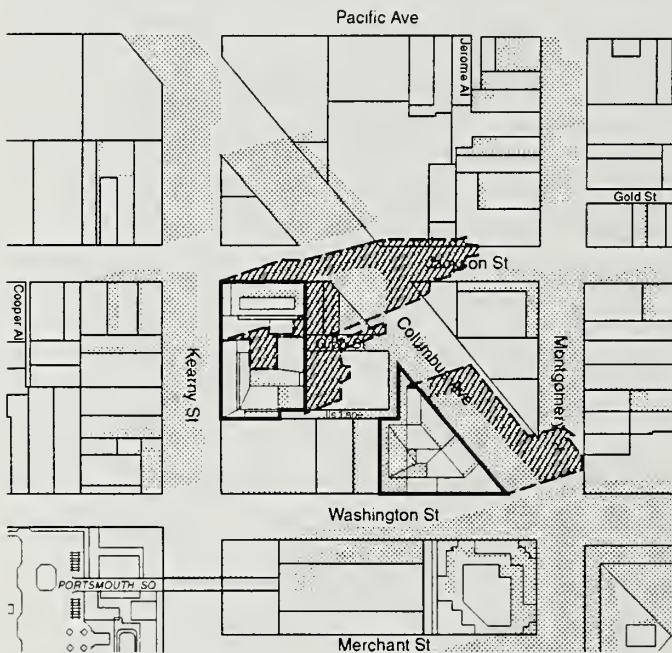
In December at 10:00 a.m. (see Figure 25, page 76), the Montgomery/Washington building and the Holiday Inn shade both project sites; the proposed tower on site would add new shadow on portions of the 900 Kearny Street Building. At noon, the structure on Site A would cast new shadow northward across Jackson Street and the interior courtyard; new shadow from Site B would be on a portion of IIs Lane and on a small strip on Columbus Avenue. At 3:00 p.m., the structure on Site A would cast shadow northeastward on the interior courtyard of the project and new shadow on rooftops and sidewalks on Jackson Street and Columbus Avenue; Site B would cast new shadow on a portion of the old Transamerica building.



10:00 AM PDT



12:00 NOON PDT



3:00 PM PDT

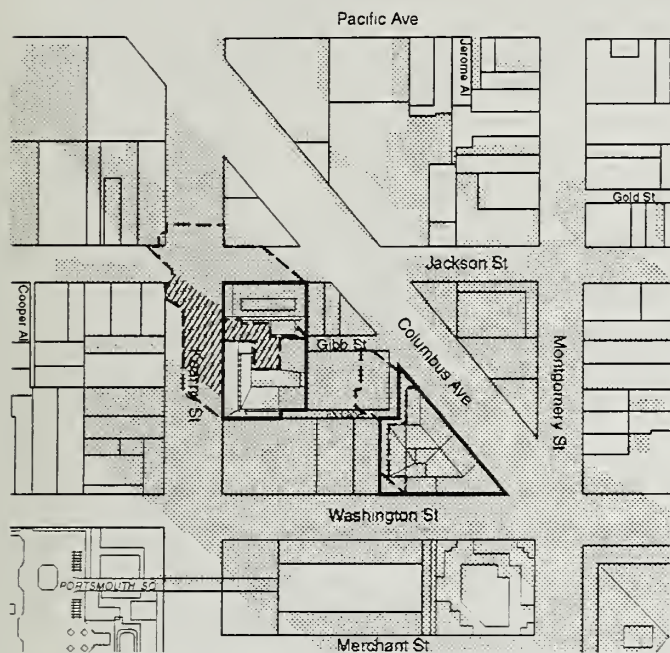
LEGEND

- Project Shadow
- Shadow from existing building
- Net new shadow from project

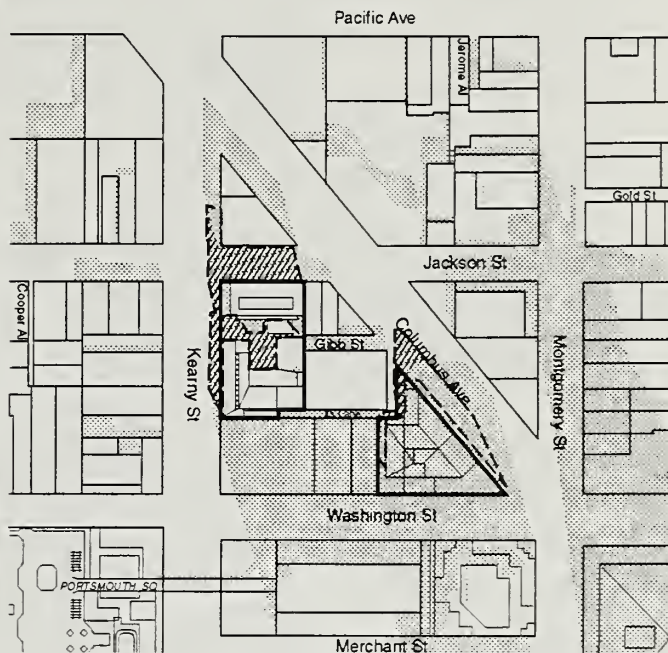


Source: During Associates and ESA

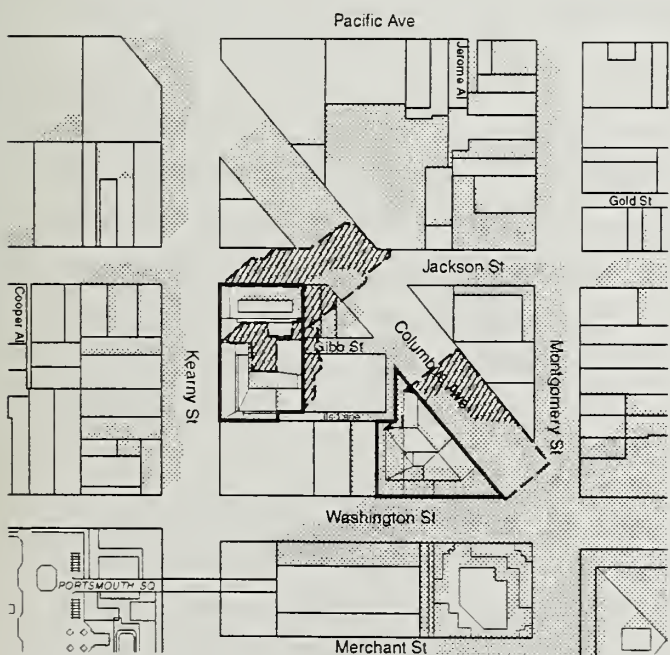
PROJECT SHADOW PATTERNS—JUNE 21 FIGURE 23



10:00 AM PDT





12:00 NOON PDT



3:00 PM PDT

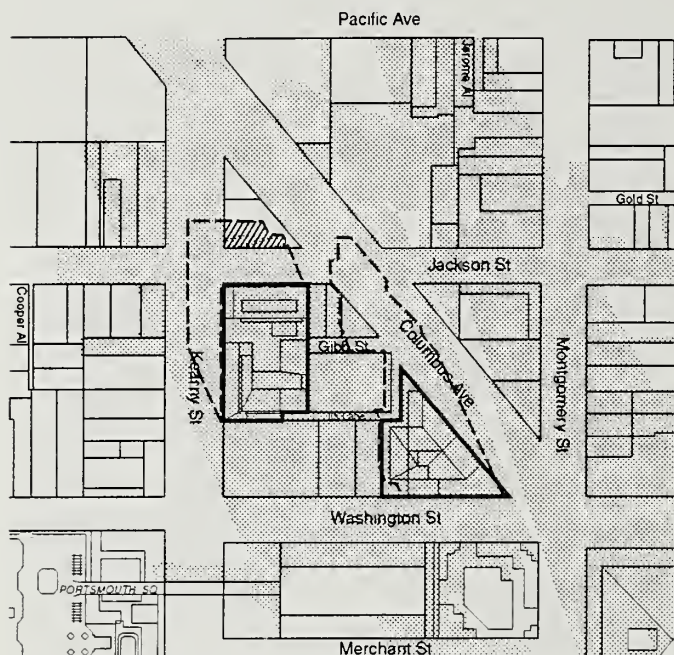
LEGEND

- Project Shadow
-  Shadow from existing building
-  Net new shadow from project

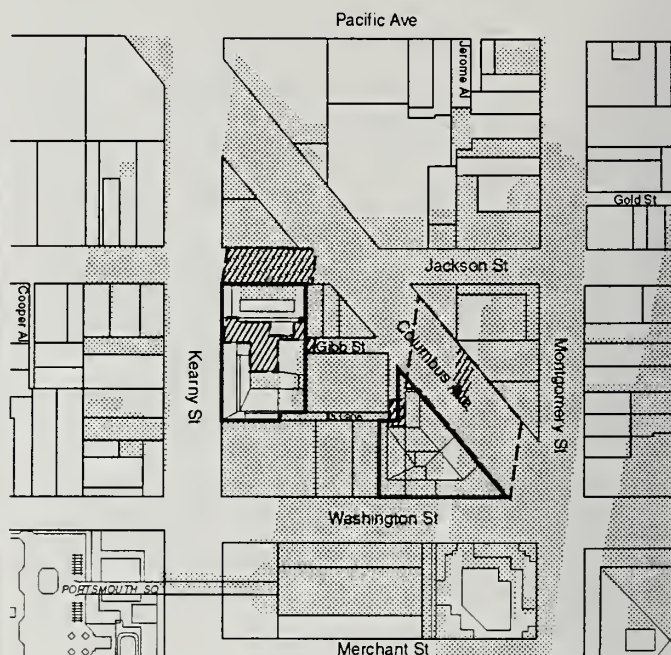


Source: During Associates and ESA

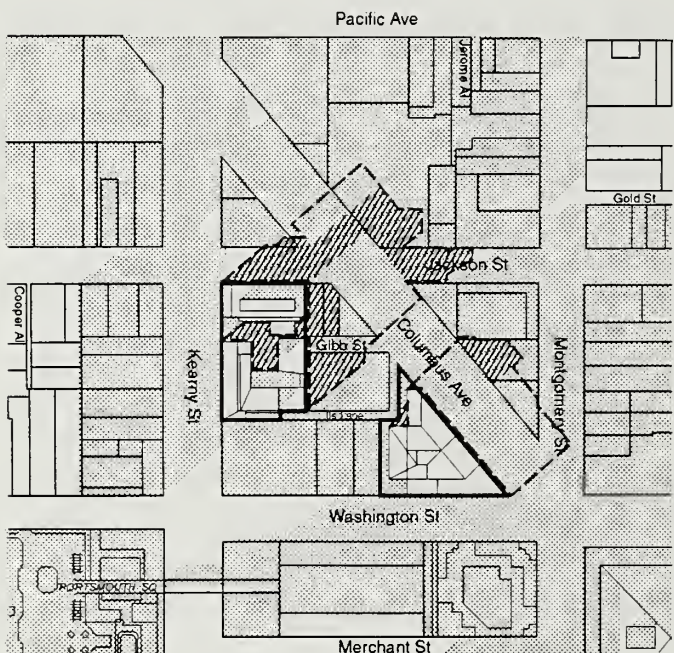
PROJECT SHADOW PATTERNS—SEPTEMBER 21 FIGURE 24



10:00 AM PDT



12:00 NOON PDT



3:00 PM PDT

LEGEND

- Project Shadow
- Shadow from existing building
- Net new shadow from project



Source: During Associates and ESA

PROJECT SHADOW PATTERNS—DECEMBER 21 FIGURE 25

The interior courtyard for Site A would be in shadow during the times and months analyzed above, either from shadows cast by existing buildings or from the proposed Catholic Center and School surrounding the courtyard on the west, south, and east sides. At 3:00 p.m. on March 21, a portion of the entry to the courtyard would not be in shadow.

Proposition K

On June 5, 1984, Proposition K, the Shadow Ban Initiative Ordinance, was passed by the voters. Generally, Proposition K prohibits issuance of a building permit for structures that will cast any significant shadow upon property under the jurisdiction of, or designated for acquisition by, the Recreation and Park Department.

The only property under jurisdiction of (or designated for acquisition by) the Recreation and Park Department which the project could possibly shade is Portsmouth Square, located one-half block southwest of the site. Figure 26 (page 78) shows the maximum extent of project shadow towards Portsmouth Square. The project would add no new shadow to Portsmouth Square from one hour after sunrise to one hour before sunset year round.

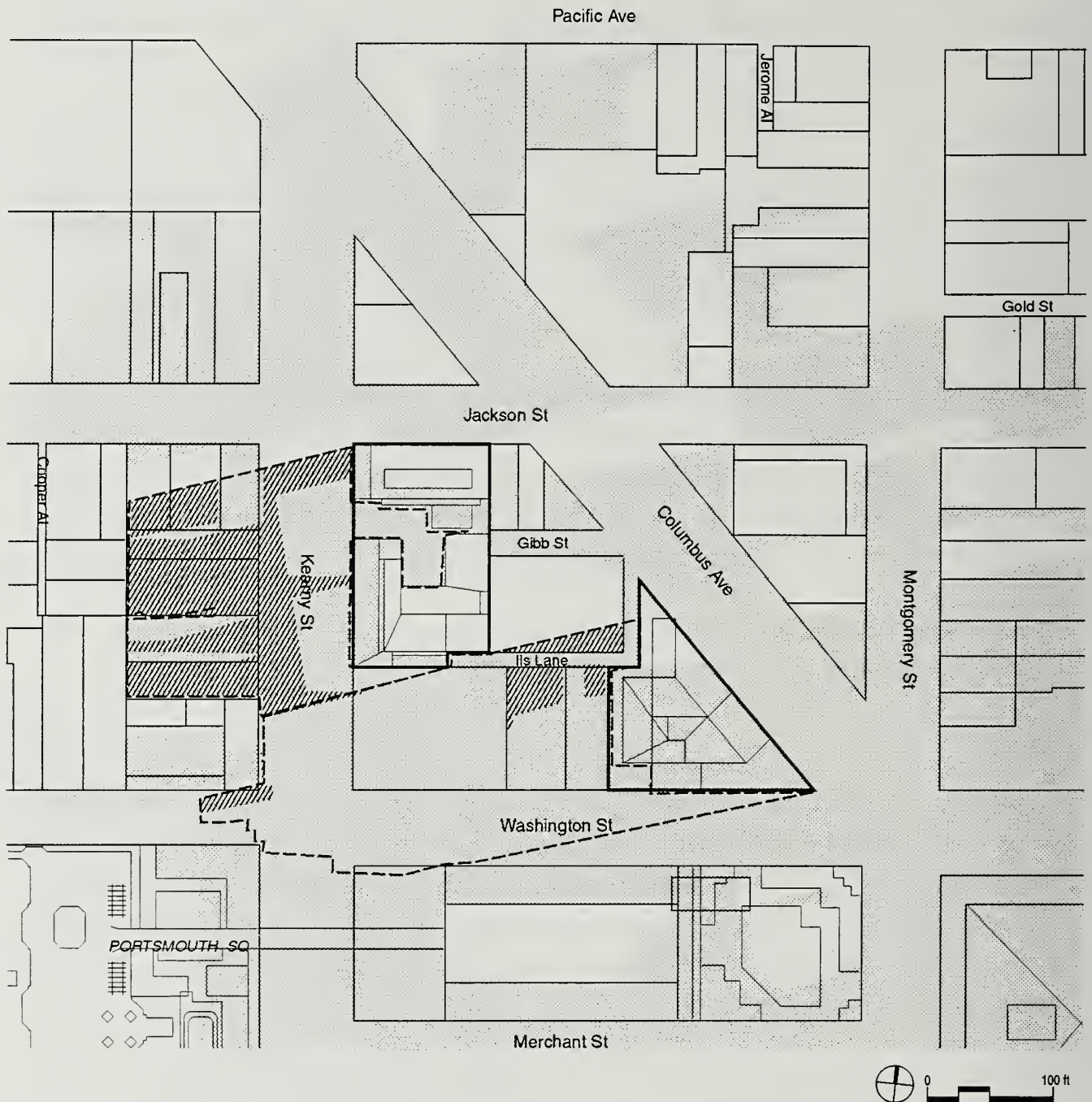
The Sky Plane Analysis, described on page 98 and shown in Figure 33 on page 99 of the FEIR, is no longer accurate and is not replicated in this SEIR.

WIND¹

The wind tunnel study, described on pages 98 to 100 in the FEIR, is no longer valid due to the change in existing wind conditions, the different massing of the proposed project compared to the project in the FEIR, and the present technology that can now determine the presence of potential wind speed exceeding the hazard criterion of 26 m.p.h. for more than a single hour of any year. Subsequent wind tunnel studies were conducted for the proposed project and the results are summarized in this section.

For the proposed project, wind tunnel measurements were made at 13 of the 21 surface locations in the FEIR near the project site for each of the prevailing wind directions (northwest, west-northwest, west and west-southwest) using a scale model of the site, the project and vicinity.² The studies included separate tests of northwest, west-northwest and west winds under existing conditions and with the proposed project in place.

As with the study in the FEIR, wind test data were combined with wind records to predict the wind's speeds that would be exceeded 10 percent of the time at each test location. The



LEGEND

- Project Shadow
- Shadow from existing building
- Net new shadow from project

Source: During Associates and ESA

CLOSEST APPROACH OF PROJECT SHADOW TO PORTSMOUTH SQUARE FIGURE 26 DURING THE HOURS OF PROPOSITION K

predicted winds were then compared to the comfort and hazard criteria in the *City Planning Code* (Section 148; although this portion of the Code is for C-3 districts, it is adjacent to the project site and, therefore, provides relevant criteria against which to evaluate the proposal). Throughout the following analysis, the wind speeds reported refer to the equivalent wind speeds that would be exceeded 10 percent of the time.³

The measured equivalent wind speed for existing winds in the project vicinity range from 6 m.p.h. to 17 m.p.h. (see Appendix B, Figure B-1, page A.5). The strongest winds occur along Columbus Avenue at the Washington and Montgomery Streets intersection, where none of the wind speeds is less than 11 m.p.h. Winds at four of the 13 measured locations currently exceed the pedestrian comfort criterion of 11 m.p.h.

The project would result in winds that range from 5 m.p.h. to 16 m.p.h. The project would cause winds to decrease at six of the 13 locations (primarily near the Montgomery/Washington/Columbus intersection and at the northwest corner of Site A). Winds would be unchanged at four locations and would be increased at three locations at the southwest and southeast corners of the Jackson/Columbus intersection (increases range from 3 to 6 m.p.h. for total increased wind speeds of 10, 13 and 14 m.p.h.) and at the northwest corner of the Washington/Columbus intersection (increases from 1 to 5 m.p.h. for total increased wind speeds of 13 and 16 m.p.h.). Winds at six locations would still violate the 11 m.p.h. pedestrian comfort criterion (ranging from 13 to 16 m.p.h.)

The proposed project would eliminate the hazardous wind condition that currently exists at the southwest corner of Columbus Avenue and Washington Street. The project would not result in any hazardous wind conditions in publicly accessible areas.

NOTES - Shadow and Wind

¹ This section is based on two studies entitled *Wind-Tunnel Test and Evaluation of Pedestrian Wind Effects of the Proposed Kearny/Columbus Project*, July 18, 1996, and *Revised Wind-Tunnel Test and Evaluation of Pedestrian Wind Effects of the Proposed Kearny/Columbus Project*, August 9, 1996, prepared by Dr. Bruce White and Chuck Bennett for Environmental Science Associates, Inc. These studies are on file and available for public review at the San Francisco Planning Department, 1660 Mission Street, San Francisco.

² The August 9, 1996 study only measured those locations judged to be most affected by a change in wind conditions under the revised building design.

³ Equivalent wind speed is an hourly wind speed adjusted to incorporate the effects of gustiness or turbulence on pedestrians.

D. HISTORIC, ARCHITECTURAL AND CULTURAL RESOURCES

HISTORICAL AND ARCHITECTURAL RESOURCES¹

The proposed project would demolish the Colombo Building on Site B. As described in the Final EIR, the Colombo Building was rated "3" in the 1976 Department of City Planning Architectural Inventory, was rated "B*" (if alterations were removed, the building would be rated "A") by Heritage in their extended survey and was recommended for, but never received, Landmark Status. The Colombo Building has also been determined by the State Office of Historic Preservation to be potentially eligible for inclusion in the National Register of Historic Places (North Beach Survey, June 1982).

Demolition of the Colombo Building would mean the loss of an historic structure in downtown San Francisco. The introduction of a ten-story building on Site B would affect the sense of historic balance between the Colombo Building and the Landmark-designated Transamerica building that form a distinctive gateway to Columbus Avenue.

The proposed project would include a 15-story tower on Site A. This tower would partially block some private views from the lower levels in buildings adjacent to the project of low-rise development comprising the nearby Jackson Square Historic District and the potential Chinatown Historic District. No public vistas would be blocked by the project. In the opinion of the historic preservation consultant, however, the tower on Site A would represent a transition in height from the Columbus Tower Building at Kearny and Columbus to the Holiday Inn south of the project and the higher office buildings in the downtown area. The tower would also be a mediating structure between the Jackson Square District with the 17-story Appraiser's Building (630 Sansome Street) on the east side of the District and the Chinatown area sloping upward to the west of the project.

Several objectives and policies contained in the Urban Design Element of the San Francisco General Plan apply to the project, including: Objective 2, Policy 4, "Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development," and Objective 2, Policy 6, "Respect the character of older development nearby in the design of new buildings."

CULTURAL RESOURCES

The archaeological resources report, *Cultural Resources Evaluations: Pan Magna Plaza Development Project, San Francisco, California*, was prepared for the proposed site by Allen S. Pastron, Ph.D., consulting archaeologist for the FEIR. Subsequent to the FEIR, two more reports were prepared: *Cultural Resources Evaluation: Pan Magna Development Project, San Francisco, California*, June 1995, and *Archaeological Data Recovery Program Conducted Within Site A of the Kearny/Columbus Site, San Francisco, California*, February 1996. Copies of these reports are on file and available for public review at the San Francisco Planning Department, 1660 Mission Street, San Francisco.

The investigation indicates the potential presence of significant cultural resources on both Sites A and B, dating from the Spanish-Mexican, Early American, and Gold Rush periods. There is also evidence that Native American remains and cultural remains from more recent periods may be discovered.

The proposed project would involve excavation one level below the existing basement level on Site B; on Site A, the project would involve excavation about 42 feet below the existing basement (which is approximately 10 feet below grade). Excavation for the proposed project would intrude upon any artifacts and might damage the resource irretrievably. Mitigation measures are listed on pages 107 to 109 that address the potential impact on archaeological resources.

NOTES - Historic, Architectural and Cultural Resources

¹ *Kearny Street/Columbus Avenue Project, Historic Resources Study*, Page & Turnbull, Inc., August 1996.

E. TRANSPORTATION

CUMULATIVE CONTEXT

Introduction

Prior to the 1989 Loma Prieta earthquake and the recession of the early 1990s, the cumulative context for future transportation conditions in San Francisco and the Bay Area was based on future year 2000 and 2010 analyses presented in the *Mission Bay EIR* and the *South of Market*

EIR. These estimations of future conditions have been superseded with the recently completed analysis conducted for the *Alternatives to Replacement of the Embarcadero Freeway and the Terminal Separator Structure DEIS/DEIR*.¹ The analyses conducted as part of these recent studies incorporate the changes to the regional and local street network following the Loma Prieta earthquake, and updated estimates of economic growth and change in San Francisco and the Bay Area prepared by the Association of Bay Area Governments (ABAG).

Overall, the results of the Embarcadero/TSS Replacement analyses are consistent with previous studies, in that in the future, more congested highways combined with improvements in transit would result in a shift from autos (especially solo drivers) to transit and ridesharing for trips to and from the downtown and vicinity, which includes the Kearny/Columbus project site. The relevant transportation analysis from the *Alternatives to Replacement of the Embarcadero Freeway and the Terminal Separator Structure DEIS/DEIR* is incorporated by reference and summarized below.

Future San Francisco Travel Demand

The *Alternatives to Replacement of the Embarcadero Freeway and the Terminal Separator Structure EIS/EIR* analysis includes evaluation of transportation conditions in the year 2015. Future travel demand was estimated using the regional travel demand forecasting model developed by the Metropolitan Transportation Commission (MTC). This model utilizes the Association of Bay Area Governments (ABAG) land use database in the nine county San Francisco Bay Region to determine the number of future daily and peak period trips. As part of the environmental review process, the City and County of San Francisco Planning Department developed year 2015 estimates of the number of households and employees at the Traffic Analysis Zone level, based on citywide ABAG projections for year 2010, information on approved projects in downtown, and reasonable assumptions regarding future development.

ABAG '92 projections for the year 2010 were adjusted for downtown San Francisco zones in Superdistricts 1 (northeast quadrant) and 3 (southeast quadrant), and extrapolated to develop year 2015 conditions. In total, employment in San Francisco is expected to increase between 1990 and 2015 by 165,631 jobs (28% increase), and the number of households is expected to increase by 45,572 dwelling units (15% increase). Superdistrict 1, which includes the Financial District as well as the proposed project site, is anticipated to experience the greatest growth of

the four Superdistricts that comprise San Francisco. Employment is anticipated to increase by 128,292 jobs (32% increase), and households by 39,449 dwelling units (68% increase).

A market study conducted for the Planning Department following the development of year 2015 land use estimates by the Planning Department forecast lower estimates of employment than those summarized above. However, the total difference for those travel analysis zones in the downtown area between the preliminary and the revised estimates was less than four percent, and even lower (less than one percent) for the four San Francisco Superdistricts as a group. As a result, the Planning Department estimates were assumed to be valid and were used in the analysis.²

Daily travel demand estimates were developed using the updated year 2015 land use database and the transportation network included in the year 2010 MTC travel demand forecasting model. Between 1990 and 2015 it is anticipated that there would be an increase of 581,189 (15% increase) in total persons trips per day (auto plus transit) within San Francisco. Transit trips would increase by 22 percent, while auto trips would increase by 13 percent city-wide. The greatest increase for both auto and transit would be in Superdistrict 1, which includes the project site, and Superdistrict 3.

The proposed project is expected to be completed, occupied and the amount of net new space attributed to the project absorbed by 2005. Therefore, the impacts of the project and contribution to cumulative transportation impacts would occur within the 1993 to 2015 context.

Regional Travel

The October 1989 Loma Prieta earthquake rendered many freeway sections and freeway ramps serving San Francisco inoperable. The closure and/or demolition of freeways affected accessibility to and from San Francisco, particularly the northeast quadrant of the City, the area generally north of Bryant Street and east of Van Ness Avenue. The primary freeway facilities that provided access to the east side of San Francisco include the Embarcadero Freeway (SR 480) and I-280. Both were severely damaged as a result of the earthquake and had to be closed immediately following the earthquake. A brief summary of the status of each freeway follows:

Embarcadero Freeway: Prior to the earthquake the Embarcadero Freeway provided access to downtown San Francisco and the northeast waterfront via the Main/Beale, Washington/Clay and

Broadway ramps. The closure of the freeway following the 1989 earthquake gave the City an opportunity to evaluate its role in serving the downtown street network and the I-80/U.S. 101 connections in relation to its location on the Bay shoreline. As a result, in 1990, the San Francisco Board of Supervisors passed a resolution endorsing the demolition of the Embarcadero Freeway and calling for the evaluation of alternatives to an elevated structure. The demolition of the Embarcadero Freeway and associated ramps resulted in a reduction in congestion at the ramp locations, but affected local traffic by dispersing regional traffic onto local streets. In particular, the Clay /Washington ramps to the Embarcadero Freeway were demolished, changing traffic patterns in the project area.

A joint Environmental Impact Statement/Environmental Impact Report (EIS/EIR) has been prepared by the City, Caltrans and the Federal Highway Administration to analyze potential impacts of the alternatives to the former elevated Embarcadero Freeway. That EIS/EIR was expanded in 1994 to also include effects of demolition of the Terminal Separator Structure ramps that led to/from the Embarcadero Freeway and various City streets. A Draft EIS/EIR was published in August 1995; public hearings were held during the fall. A Final EIS/EIR is in preparation.

Five project alternatives and several variants to those alternatives have been evaluated as part of the environmental review process. They include a "No Build" alternative and four "Build" alternatives. On January 29, 1996, the San Francisco Board of Supervisors selected one of the build alternatives (the DPT Variant of Alternative 5) as the preferred project alternative. The DPT Variant of Alternative 5 would realign and upgrade the existing surface roadway along The Embarcadero between Folsom Street and Broadway, providing three continuous traffic lanes in each direction during the AM and PM peak periods, with the curb lanes providing parking in off-peak periods. This alternative would modify the existing Fremont Street off-ramp from I-80 westbound to allow traffic direct access to Folsom Street. It would also provide additional off-ramp capacity from I-80 eastbound by widening the freeway's approach to the existing Fourth Street off-ramp. Following certification of the FEIR/EIS, the San Francisco Board of Supervisors will select a final alternative and request funding from the Federal Highway Administration.

I-280: The I-280 Freeway, which provides access between downtown San Francisco and the Peninsula and the southwestern areas of the City, was also damaged in the 1989 earthquake. The damage was not substantial enough to merit demolition, and Caltrans decided to seismically

upgrade the facility. Phase I of the retrofit effort, which consisted of substantial closures of the freeway and ramps, was completed in December 1995. The ongoing Phase II retrofit effort will not involve any lane closures during the peak periods, and is anticipated to be completed by the end of 1997.

The closure of I-280 resulted in an increase in traffic on I-80/U.S. 101 and on ramps serving downtown San Francisco. With the recent completion of the Phase I earthquake retrofit effort, I-280 has become available to Peninsula and southwest San Francisco traffic. The planned modifications to I-280 to realign the Berry Street off-ramp to touch down at King Street near 5th Street and construct a new corresponding on-ramp at King Street, combined with the reconstructed The Embarcadero, would serve to improve access to I-280 from downtown and the waterfront. These modifications are expected to be completed by the end of 1997.

Local Streets

Following the Loma Prieta earthquake and subsequent closure and/or demolition of regional facilities, traffic volumes on local streets generally increased, although some decreases occurred on some specific streets, primarily those serving as access routes to/from demolished ramps.

Between 1990 and 2015, daily auto trips in San Francisco are anticipated to increase by 13 percent, and are anticipated to increase by 9 percent in Superdistrict 1. This would result in an increase in the number of vehicles using the regional freeway facilities to access and travel through San Francisco, as well as vehicles traveling on local streets. The projected increase in overall trips in the City would result in an increase in traffic on local streets in the future, as new freeways are not proposed to replace those demolished.

The vehicular traffic associated with the proposed project would be part of the cumulative increase in traffic on the regional facilities and local street network; however, project traffic would not contribute substantially to the cumulative conditions. The project traffic represents less than one percent of the total growth in PM peak hour vehicular traffic between 1990 and 2015. The contribution of the project to the regional bridges and freeways would be minimal, as the majority of the trips (approximately 80 percent) would be from locations within San Francisco and would use local streets to access the project. The remaining 20 percent of the project vehicle trips would be from outside San Francisco and would primarily use I-80 to access the local streets, as most of these trips would come from the east and south bays. The proposed project would

also contribute to the cumulative traffic conditions on local streets, including Washington and Kearny Streets and Broadway. The project trips, however, would not substantially affect the cumulative conditions on these facilities.

The duration of the PM peak period during which regional and local facilities are operating at capacity is expected to increase in the future. This extension or "spreading" of the PM peak period is expected to occur due both to overall growth in traffic and to no substantial changes to the capacity of the regional and local roadway facilities. The proposed project traffic would result in an increase in the PM peak hour traffic volumes on regional and local facilities, and would therefore contribute to the expected spreading of the peak. However, the project would not be a substantial contributor to the PM peak spread.

Transit

Transit services in the year 2015 would be similar to those existing today, except that several planned transit projects are expected to be constructed by 2015. MUNI's planning objectives include meeting transit demand and accommodating future growth and transportation patterns, and it is anticipated that transit service will be adapted to meet the changing demands within the constraints of declining federal and state operating assistance. These objectives are consistent with the City's "Transit First" policy that indicates that the City has established transit as the preferred mode of transportation for satisfying growing travel demand.

Planned transit services to accommodate future demand include:

- MUNI Metro extension along The Embarcadero between Market Street and Third/King Street. The MUNI Metro turnback at the foot of Market Street is currently under construction. Tracks and stations south of Market Street to Fifth/King Streets have been completed.
- The F-Market electric streetcar extension from Upper Castro to Fisherman's Wharf via Market Street and The Embarcadero. The segment between Upper Castro and Fremont Street is currently in service, and the segment on The Embarcadero between Broadway and Fisherman's Wharf is under construction.
- BART Service on the Daly City line extended to the San Francisco International Airport, and decreased service headways from 3.75 minutes to 2.25 minutes. BART extensions to Pittsburg and Dublin in the East Bay are also assumed to be in place by 2015. The BART extensions to North Concord and Colma have recently been opened and those stations are in operation.

- CalTrain service extension to downtown San Francisco, and service level increases in the number of trains.

Other transit service providers in San Francisco (the Airporter, Amtrak feeder buses, Gray Line, Golden Gate Bridge Highway and Transportation District (GGBHTD), SamTrans, AC Transit and other private bus operators) are assumed to offer services similar to those provided today, with adjustments for duplication with planned projects noted above, and possible service increases in response to travel demand.

As identified in the Future Travel Demand discussion above, the number of persons using transit to access or leave San Francisco is expected to increase by approximately 22 percent between 1990 and 2015. This increase is greater than the increase in auto traffic and reflects the shift to transit due to increasing congestion in the Bay Area and improvements in transit services. The increase in the use of transit would be most substantial in Superdistrict 1 (25% increase) and Superdistrict 3 (39% increase).

The approximately 75 PM peak hour transit trips generated by the proposed project would be part of the overall increase in transit trips identified above for Superdistrict 1, and would primarily affect local MUNI transit lines rather than regional transit service.

PROJECT IMPACTS³

Travel Demand

The proposed project is anticipated to generate approximately 840 vehicle trips on a weekday, of which 100 would occur during the PM peak hour (between 4:30 and 5:30 p.m.). Although there would be many activities offered at the project site during weekdays (between 7:30 a.m. and 9:30 p.m.) and on weekends (between 9:00 a.m. and 7:00 p.m.), only those which would generate trips during the PM peak hour were considered in the project's transportation analysis. These activities would include a language class offered between 5:00 p.m. and 7:00 p.m. (inbound trips only), league basketball and volleyball games in the gym between 3:00 p.m. and 5:00 p.m. (outbound trips only), and youth gym activities between 6:00 p.m. and 9:00 p.m. (inbound trips only).

Project travel demand refers to the total new traffic a proposed project would generate. Table 2, page 89, presents the estimated weekday daily and PM peak hour *person* trip-ends (PTEs) that would be generated by employees, visitors, and residents of the proposed project (one PTE is a one-way trip; a visitor to the who arrives at and later leaves the project generates two PTEs). As the table indicates, the proposed project would generate a total of 4,485 weekday daily person-trips (2,300 for Site A and 2,185 for Site B), and 319 weekday PM peak hour person-trips (140 for Site A and 179 for Site B).

Table 3, page 90, presents the estimated weekday daily and PM peak hour *vehicle*-trip generation for employees, visitors, and residents of the proposed project. The vehicle-trip generation for the school component of Site A was based on data provided by the St. Mary's Day School and Catholic Center. Although the elderly housing component of Site A would generate mostly walk and transit trips, a 100 percent drive-alone mode split was assumed for the PM peak hour, in order to conduct a "worst-case" conservative traffic analysis. As shown in the table, the proposed project would generate a total of 842 total daily vehicle trips (405 for Site A and 317 for Site B), of which 101 vehicle trips (74 for Site A and 27 for Site B) would occur during the weekday PM peak hour.

Table 4, page 91, shows the trip distribution pattern for the proposed project by land use type. The table indicates that approximately 79 percent of the school trips and 38 percent of the retail trips destined to Superdistrict 1 travel from within San Francisco. Approximately 93 percent of residential trips would be associated with local (within San Francisco) travel. These trip distribution patterns were used as the basis for assigning project trips to local streets in the project area, for the purpose intersection level of service analysis.

TABLE 2
PROJECT PERSON-TRIP GENERATION

PROPOSED LAND USE	SIZE	DAILY PERSON- TRIP RATE ^a	TOTAL DAILY PERSON -TRIPS	TOTAL PM PEAK HOUR PERSON- TRIPS ^c	EMPLOYEES PM PEAK HOUR PERSON- TRIPS ^d	VISITORS PM PEAK HOUR PERSON- TRIPS ^d	RESIDENTS PM PEAK HOUR PERSON- TRIPS ^d
SITE A:							
School	56,430 gsf	n/a	1,775 ^b	132	2	130	n/a
Residential (elderly housing units)	105 units	5 trips/ unit	525	8	n/a	n/a	8 ^e
TOTAL 'SITE A' PERSON-TRIPS			2,300	140	2	130	8
SITE B:							
Retail	9,900 gsf	150 trips/ 1,000 gsf	1,485	59	5	54	n/a
Residential (two-bedroom units)	70 units	10 trips/unit	700	120	n/a	60	60
TOTAL 'SITE B' PERSON-TRIPS			2,185	179	5	114	60
TOTAL PROJECT PERSON-TRIPS			4,485	319	7	244	68

- Notes:
- ^a - The daily person-trip generation rate for the elderly housing component of Site A was based on information obtained from the 1400 Pine Street senior housing project, in consultation with the City and County of San Francisco Planning Department.
The daily person-trip generation rates for the retail and residential components for Site B were obtained from the *Guidelines For Environmental Review: Transportation Impacts*, July 1991, Appendix 1, published by the City and County of San Francisco Planning Department.
 - ^b - The daily person-trips for the school component of Site A was based on information provided by the St. Mary's Day School and Catholic Center.
 - ^c - The PM peak hour person-trips for the school component of Site A were obtained from existing data provided by the St. Mary's Day School and Catholic Center. The PM peak hour person-trips for the elderly housing component of Site A were based on information obtained from the Pine Street senior housing project. The PM peak hour person-trips for the proposed retail and residential components of Site B were derived from the daily person-trips, based on the PM peak percentages provided in the *Guidelines For Environmental Review: Transportation Impacts*, July 1991, Appendix 1, published by the City and County of San Francisco Planning Department.
 - ^d - The employee, visitor, and resident split percentages were obtained from the *Guidelines For Environmental Review: Transportation Impacts*, July 1991, Appendix 2, published by the City and County of San Francisco Planning Department.
 - ^e - The person-trip generation for the elderly housing component of Site A includes both residents and visitors.

Source: Korve Engineering, September 1996.

TABLE 3
PROJECT VEHICLE-TRIP GENERATION

PROPOSED LAND USE	SIZE	TOTAL DAILY VEHICLE- TRIPS ^a	TOTAL PM PEAK HOUR VEHICLE- TRIPS	EMPLOYEES PM PEAK HOUR VEHICLE- TRIPS ^b	VISITORS PM PEAK HOUR VEHICLE- TRIPS ^c	RESIDENTS PM PEAK HOUR VEHICLE- TRIPS ^d
SITE A:						
School	56,430 gsf	405	66	2	64	n/a
Residential (elderly housing units)	105 units	N/A	8	n/a	n/a	8 ^e
TOTAL 'SITE A' PERSON-TRIPS		405	74	2	64	8
SITE B:						
Retail	9,900 gsf	225	9	0	9	n/a
Residential (two-bedroom units)	70 units	92	18	n/a	9	9
TOTAL 'SITE B' PERSON-TRIPS		317	27	0	18	9
TOTAL PROJECT PERSON-TRIPS		842	101	2	82	17

- Notes:
- ^a - The daily vehicle-trips for the school component of Site A were based on information provided by St. Mary's Day School and Catholic Center.
The daily vehicle-trips for the retail and residential components of Site B were derived from the PM peak hour vehicle-trips, based on PM peak hour percentages provided in the Guidelines For Environmental Review: Transportation Impacts, July 1991, Appendix 1, published by the City and County of San Francisco, Planning Department.
 - ^b - The employee PM peak hour vehicle-trips for the school component of Site A were based on information provided by St. Mary's Day School and Catholic Center.
The employee PM peak hour vehicle-trips for the retail component of Site B were derived from mode split information provided by the Planning Department.
 - ^c - The visitor PM peak hour vehicle-trips for the school component of Site A were based on information provided by St. Mary's Day School and Catholic Center.
The visitor PM peak hour vehicle-trips for the retail and residential components of Site B were based on mode split information provided by the Planning Department and 1990 Census Journey-to-Work survey data.
 - ^d - The residential PM peak hour trips generated by the elderly housing component of Site A were assumed to be all auto trips in order to analyze a worst-case traffic analysis.
The residential PM peak hour vehicle-trips for the residential component of Site B were based on 1990 Census Journey-to-Work survey data.
 - ^e - The vehicle-trip generation for the elderly housing component of Site A includes both residents and visitors.

Source: Korve Engineering, September 1996.

TABLE 4
TRIP DISTRIBUTION PATTERNS

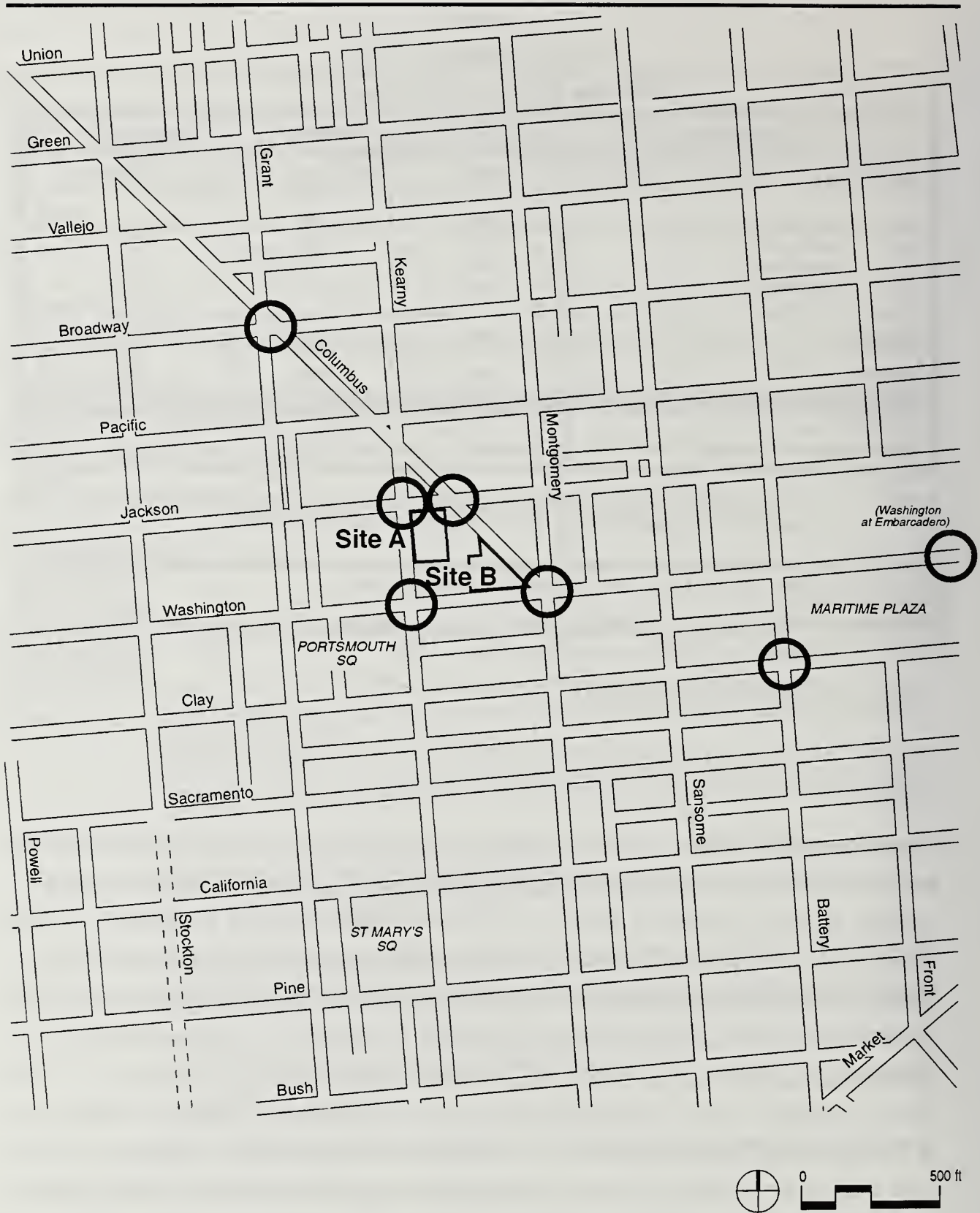
PLACE OF RESIDENCE	SCHOOL ^a	RETAIL ^b	RESIDENTIAL ^c
San Francisco:	79%	38%	93%
Superdistrict 1:	28%	19%	87%
Superdistrict 2:	13%	8%	2%
Superdistrict 3:	25%	7%	2%
Superdistrict 4:	13%	4%	2%
East Bay	6%	10%	3%
North Bay	0%	7%	2%
South Bay	15%	10%	2%
Out of Region	0%	35%	0%

- Notes: ^a - Trip distribution percentages for the proposed school were based on existing student zip code information provided by the St. Mary's Day School and Catholic Center.
- ^b - Trip distribution percentages for the proposed retail component of the project were obtained from the City and County of San Francisco Planning Department.
- ^c - Trip distribution percentages for the proposed residential component of the project were obtained from 1990 Journey to Work Census Data.

Source: Korve Engineering, September 1996.

Traffic

Local Intersection Traffic. Seven intersections in the project vicinity were studied to determine the potential effects of project-generated traffic (see Figure 27, page 92). These intersections, selected by the transportation section of the San Francisco Planning Department, include Broadway/Columbus Avenue, Jackson Street/Kearny Street, Jackson Street/Columbus Avenue, Washington Street/Kearny Street, Washington Street/Montgomery Street/Columbus Avenue, Clay Street/Battery Street, and Washington Street/The Embarcadero. [A discussion of the methodology used in the analysis of the study intersections can be found in the *Kearny/Columbus Project Transportation Study* by Korve Engineering, September 1996, on file at San Francisco Planning Department.] The analysis considers weekday PM peak-hour (4:30-5:30 p.m.) travel conditions at the study intersections under three scenarios (existing, existing-plus-project, and year 2010 cumulative-plus-project). The discussion below summarizes information contained in Table 5, page 93.



Source: During Associates after Korve Engineering

TRAFFIC STUDY INTERSECTIONS **FIGURE 27**

TABLE 5
INTERSECTION LEVEL OF SERVICE

NO.	INTERSECTION	EXISTING		EXISTING PLUS PROJECT		YEAR 2010	
		DELAY (secs.)	LOS ^a	DELAY (secs.)	LOS ^a	DELAY (secs.)	LOS ^a
1	Broadway/ Columbus Avenue	11.5	B	11.6	B	12.4	B
2	Jackson Street/ Kearny Street	7.0	B	7.1	B	7.6	B
3	Jackson Street/ Columbus Avenue	9.2	B	11.5	B	14.2	B
4	Washington Street/ Kearny Street	5.8	B	6.3	B	6.7	B
5	Washington St./ Montgomery St./Columbus Ave.	8.0	B	8.1	B	8.7	B
6	Clay Street/ Battery Street	6.8	B	8.8	B	7.2	B
7	Washington Street/ The Embarcadero	8.6	B	9.1	B	13.2	B

Note: ^a - Level of Service determined from the *1985 Highway Capacity Manual (Updated 1994), Chapter 9*.

Source: Korve Engineering, September 1996.

Level of Service (LOS) of an intersection is a measure of the ability of the intersection to accommodate traffic volumes. The LOS is based on the average stopped-delay-per-vehicle-per-lane for various movements within the intersection. Intersection LOS ranges from LOS A, which indicates free-flowing conditions with short delays, to LOS F, which indicates congested conditions with extremely long delays (Appendix C includes more detailed descriptions of Levels of Service at signalized intersections). LOS D (or better) represents traffic operations at signalized intersections within the acceptable LOS range. LOS E (or worse) represents conditions that are not within the acceptable LOS range.

As shown in Table 5, under existing conditions all seven study intersections operate at LOS B, an acceptable LOS. The addition of project-generated traffic would increase intersection delays by an average of 0.5 seconds, but would not cause a change in LOS. Therefore, all study

intersections would continue to operate at acceptable levels of service in the weekday PM peak-hour.

Cumulative growth forecasts to year 2010 were based on an annual growth rate of one percent, or 16.1 percent over 15 years. Under cumulative conditions with the project, all study intersections would experience small increases in delays (averaging 1.2 seconds), but all would continue to operate at LOS B in the weekday PM peak-hour, an acceptable service level. This would therefore be considered a less-than-significant impact.

Transit

Stops for approximately 12 MUNI bus lines are within walking distance of the project site, including three at the project block itself. The proposed project would generate approximately 75 transit trips (50 inbound and 25 outbound) during the weekday PM peak hour. Most MUNI lines, whose maximum load points occur near the project site, currently operate near or above peak load factor standards in peak directions. Therefore, they have little excess capacity to absorb any new demand, including the additional transit trips that would be generated by the proposed project. These lines include 1-California, 9AX-San Bruno 'A' Express, 30-Stockton, 45-Union-Stockton, and 83-Pacific. The project would generate about 41 transit trips (or 55 percent of the total 75 trips) spread among 84 buses on these five lines, which would yield an average of less than one rider per vehicle. This increase would not have a significant impact on transit service.

Pedestrian Movements

Pedestrian access to the proposed Site A buildings would occur mid-block along the Kearny Street frontage and there would be pedestrian access to the garage on Jackson Street. Pedestrian access to the proposed Site B building would occur mid-block along the Columbus Avenue frontage; internal access would also occur from within the parking garage (discussed below).

A pedestrian crosswalk analysis was conducted at the intersections of Kearny/Jackson and Kearny/Washington to determine weekday PM peak hour conditions under the existing-plus-project scenario. Pedestrian LOS was calculated using the Transportation Research Board's *Highway Capacity Manual*.⁴ For pedestrian crosswalks, pedestrian flow rates, or the number of

pedestrians passing a point per unit of time, are the basis for the flow regimen designation. Operating conditions on pedestrian elements are evaluated in terms of pedestrian flow categories or regimen, which relate to the density of pedestrians in a specific period of time (pedestrians per foot of clear sidewalk width per minute) to the quality of pedestrian flow (the difficulty of maintaining walking paths and speeds on a sidewalk). Appendix C contains further explanation of pedestrian levels of service, and depictions of sidewalk conditions for each flow regimen. Under existing and existing-plus-project conditions, all study pedestrian facilities operate or would operate at LOS B or better. This is considered an acceptable service level, and no corrective measures would be required.

Parking

A survey of off-street parking supply and occupancy conditions within a two-block radius of the proposed project site was conducted.⁵ A total of 18 parking facilities, consisting of 2,043 parking spaces, was surveyed. Based on this survey, off-street occupancy for the entire study area is estimated to be approximately 91 percent during the weekday midday period (1:00-3:00 p.m.), which is considered essentially full.

On-street parking in the project study area is primarily available at one-hour and two-hour meters, which are typically well utilized and have a high turnover rate. Most of the commercial and retail businesses in the area do not provide on-site parking for their customers, and there are many on-street loading facilities in the area. Along the Kearny Street frontage, there is no on-street parking on the east side of the street, except for a two-hour tour bus parking zone accommodating up to three buses. There are currently 12 metered parking spaces on the Washington Street frontage, six metered parking spaces on the Jackson Street frontage, and nine metered spaces on the Columbus Avenue frontage.

The parking requirement represents the amount of parking required by the *City Planning Code*, based on proposed uses. The parking demand for the project represents the actual estimated demand generated by the project (the estimated number of vehicles that would need spaces in the project area during the peak parking demand period. Table 6, page 96, presents the project parking supply and demand, and the applicable *City Planning Code* requirements.

TABLE 6
PROJECT PARKING SUPPLY, REQUIREMENTS, AND PEAK DEMAND

LAND USE		REQUIREMENTS ^a	DEMAND ^b	SUPPLY
SITE A	School	0	4	147 ^c
	Elderly Housing	21	6	7
TOTAL SITE A		21	10	154
SITE B	Retail	0	35	0
	Residential	70	105	85
TOTAL SITE B		70	140	85
TOTAL PROJECT		91	150	239

Notes: ^a - Planning Code Requirements:

School = 0 spaces, per Section 161 (c)

Elderly Housing = one-fifth of 1 space/dwelling unit = $105/5 = 21$ spaces

Retail = 0 spaces, per Section 161 (d)

Residential = 1 space/dwelling unit = 70 spaces

^b - Based on City guidelines (parking turn-over) not on the person-trip generation in Table 2.

^c - The 147 parking spaces on Site A would be public parking spaces. No parking would be provided for the school.

Source: Korve Engineering, September 1996.

As shown in Table 6, proposed uses on Site A would generate a total weekday peak parking demand for 10 parking spaces (four for the school and six for the elderly housing). The proposed uses on Site B would generate a total weekday peak parking demand for 140 parking spaces (105 for residential uses and 35 for retail uses). The proposed project would provide a total of 239 off-street parking spaces, of which 154 spaces would be provided at Site A and 85 would be provided at Site B. Of the 154 spaces at Site A, 147 would be publicly accessible and the remaining seven would be residential. The 85 spaces at Site B would be valet residential spaces, and no parking would be provided for proposed retail uses.

The parking demand for four spaces created by the school could be met in the 147-space publicly accessible parking provided on Site A. The parking demand for six spaces created by the elderly housing component would be met by the proposed supply of seven residential spaces. The demand for 35 parking spaces created by the proposed retail uses at Site B could be met in the 147-space parking garage provided on Site A, or in other nearby (off-site) parking

facilities (the parking survey indicates that there are approximately 185 spaces available in the area during the midday peak period). Based on the currently proposed supply, there would be an unmet parking demand for 20 spaces generated by the residential component of Site B.

Site A is located within the Chinatown Residential Neighborhood Commercial District. As such, the school component at Site A is exempt from off-street parking requirements (Section 161). The proposed project would, however, be required to provide 21 parking spaces for the elderly housing component at Site A. The project would therefore provide 12 fewer parking spaces at Site A than required by the *Planning Code*. Site B is located within the Chinatown Community Business District. As such, the retail component at Site B is exempt from off-street parking requirements (Section 161). The proposed project would, however, be required to provide 70 parking spaces for the residential component at Site B; the 85 valet spaces proposed would meet this requirement.

Loading Activity

It is estimated that Site A would generate approximately 7.7 deliveries per day, which is equivalent to a demand for 0.35 spaces in an average hour and 0.44 spaces in the peak hour. Site B is estimated to generate approximately 4.3 daily deliveries, equivalent to 0.20 spaces/average hour and 0.25 spaces/peak hour. Delivery vehicles would consist primarily of vans and two-axle trucks.

The *City Planning Code* requires one off-street loading space to be provided at the project site. The project is not proposing any spaces since van loading for Site A would be accommodated within the Site A garage (accessible via Jackson Street) and loading for Site B could also occur within the Site B garage (accessible via Washington Street). Approval of an on-street loading zone on Washington Street or Columbus Avenue may be requested by the project sponsor for Site B. Larger delivery vehicles, however, such as big moving vans, would not fit in the building garages and would need to park on the street. While inconvenient, these larger trucks would not cause significant traffic impacts due to the infrequent demand for large-scale loading by the project (it is unlikely that the low-income senior housing would create a demand for larger moving vans and the 70 units of market-rate housing on Site B would not generate frequent use of large loading vehicles during peak hours).

Demolition, Excavation, and Construction

Temporary construction-related transportation impacts would result from construction employees and truck movements to and from the site during demolition of the Colombo Building (Site B), excavation of new garages and foundations, and building activity. Project construction would require approximately 22 to 24 months.

While most construction staging would occur on-site, it is anticipated that sidewalk closures would be required around the site (Kearny Street, Jackson Street, Washington Street and Columbus Avenue), and that adjacent curb lanes would be occupied to provide pedestrian detours or that pedestrians would be rerouted to sidewalks across the streets. Temporary relocation of bus stops adjacent to the site may also be required, subject to MUNI review and approval. Double parking of trucks along Kearny Street may also be required for trucks unloading materials to Site A and some double parking may occur on Columbus Avenue or Washington Street. Lane and sidewalk closures are subject to review and approval by the Department of Public Works (DPW). A revocable encroachment permit from DPW would be required if materials storage and/or project staging occurred within IIs Lane, one of two stub streets located within the project block.

Any truck traffic occurring during the hours of 7:00-9:00 a.m. and 3:30-6:00 p.m. would coincide with peak-hour traffic and could impede traffic flow. The impact of lane closures and construction truck traffic would be a lessening of the capacities of streets, slowing movement of traffic (including MUNI buses). Lane blockage on Kearny Street, Washington Street or Columbus Avenue by queued trucks, if it were to occur, would reduce the capacity of these streets and interfere with the operation of transit vehicles on Kearny Street or Columbus Avenue. Limiting truck movements to the hours between 9:00 a.m. and 3:30 p.m. would minimize disruption of the general flow of traffic on adjacent streets during AM and PM peak periods (see mitigation measure on page 109).

There would be a temporary demand for parking for construction workers. During preliminary construction activities, it is anticipated that construction workers would park at remote locations, and be shuttled in by the contractor. Once the proposed project garages are constructed, this demand could be accommodated on site. In general, disruption due to construction activities would be temporary rather than a long-term effect on the neighborhood.

NOTES - Transportation

¹ *Alternatives to the Replacement of the Embarcadero Freeway and the Terminal Separator Structure DEIS/DEIR*, 92.202E and 94.060E, published August 25, 1995.

² Memorandum to file *Updated Future Land Use Data Sensitivity Analysis*, April 24, 1994 conducted for the *Alternatives to Replacement of the Embarcadero Freeway and the Terminal Separator Structure EIS/EIR*

³ Information on transportation was based on *Kearny/Columbus Project Transportation Study*, by Kolve Engineering, September 1996. This report is on file and available for public review at the San Francisco Planning Department, 1660 Mission Street, San Francisco.

⁴ *Highway Capacity Manual*, Special Report 209, Transportation Research Board, National Research Council, Washington, D.C., 1985 (updated 1994), Chapter 13.

⁵ The survey was conducted by Kolve Engineering on Thursday, November 16, 1995. It included occupancy data for a weekday midday period (1:00-3:00 p.m.).

F. AIR QUALITY

Air quality impacts from a project result from project construction and operation. Construction emissions, primarily dust generated by earthmoving activities and criteria air pollutants emitted by construction vehicles, have short-term effects on air quality. Operational emissions, generated by project-related traffic and by combustion of natural gas for building space and water heating, continue to affect air quality throughout the lifetime of the project.

The analysis in this section provides information that can be used to assess the Kearny/Columbus project in relation to thresholds of significance recommended by the Bay Area Air Quality Management District's (BAAQMD's) *Guidelines for Assessing Impacts of Projects and Plans* (Guidelines). For regional air quality, a significant impact is defined as an increase in emissions of an ozone precursor or PM₁₀ exceeding BAAQMD's recommended thresholds of significance. The District considers an increase of 80 pounds per day for any regional pollutant to represent a significant adverse impact.¹

The District also has a threshold of significance for carbon monoxide of 550 pounds per day. Exceeding this threshold is not in itself considered a significant impact, but would trigger the need for localized carbon monoxide modeling.

CONSTRUCTION EMISSIONS

Construction activities would temporarily affect local air quality. Construction activities would not involve burning of any materials and would not create objectionable odors. Grading and other construction activities would temporarily affect local air quality for a period of months, causing a temporary increase in particulate dust and other pollutants. Dust emissions during excavation would increase particulate concentrations near the site. Under high winds, exceeding 12 miles per hour, localized effects, including human discomfort, might occur downwind from blowing dust. Construction dust is composed largely of large particles that settle out of the atmosphere more rapidly with increasing distance from the source. More of a nuisance than a hazard for most people, if exposed this dust could affect persons with respiratory diseases, as well as sensitive electronic or communications equipment.

OPERATIONS EMISSIONS

Upon completion, project operation would affect local air quality by increasing the number of vehicles on project-impacted roads and at the project site, and by introducing stationary emissions to the project site. Transportation sources would account for over 90 percent of operational project-related emissions and there would be no significant air quality violations due to project-generated traffic. Stationary source emissions, generated by combustion of natural gas for building space and water heating, would account for about ten percent of total project-generated emissions. This ten percent would not add sufficiently to the traffic emissions to cause the total to violate any State or Federal standards and would be considered less than significant.

Local Impacts

On the local scale, the project would change traffic on the local street network, changing carbon monoxide levels along roadways used by project traffic. Carbon monoxide is an odorless, colorless poisonous gas whose primary source in the Bay Area is automobiles. Concentrations of this gas are highest near intersections of major roads.

The URBEMIS-5 computer program was applied to project daily trip generation under winter conditions to estimate total project-related carbon monoxide emissions. The resulting emission

of 255 pounds/day of carbon monoxide is below the BAAQMD threshold of significance of 550 pounds per day. According to BAAQMD guidelines, projects whose total daily CO emissions do not exceed 550 pounds per day, do not affect intersections operating at level of service D/F, do not cause level of services to decline to LOS D/F, or do not increase traffic volumes on nearby roadways by more than ten percent would not have a significant impact on local carbon monoxide concentrations. The URBEMIS-5 results and traffic analysis show that these thresholds are not exceeded and therefore the impacts are not significant.

Regional Impacts

Project traffic would also have an effect on air quality outside the project vicinity. Trips to and from the project would result in air pollutant emissions over the entire Bay Area. To evaluate emissions associated with the project, the URBEMIS-5 computer program, developed by the California Air Resources Board, was employed.

The daily increases in regional emissions from auto travel is shown in Table 7, below, for reactive organic gases (hydrocarbons) and oxides of nitrogen (two precursors of ozone), carbon monoxide and PM₁₀ (particulate matter, 10 micron).

TABLE 7
PROJECT REGIONAL EMISSIONS IN POUNDS PER DAY²

	REACTIVE ORGANIC GASES	NITROGEN OXIDES	CARBON MONOXIDE	PM ₁₀
Project Daily Emission	21.8	17.0	255.0	2.0
BAAQMD Threshold	80.0	80.0	550.0	80.0

Guidelines for the evaluation of project impacts issued by the Bay Area Air Quality Management District consider emission increases to be significant if they exceed 80 pounds per day for regional pollutants (ROG, NO_x, PM₁₀). Project emissions shown in Table 7 are below these criteria for those pollutants, so the proposed project would have a less than significant impact on regional air quality.

NOTES - Air Quality

¹ Bay Area Air Quality Management District, *BAAQMD CEQA Guidelines: Assessing the Air Quality Impact of Project and Plans*, 1995.

² Estimates of regional emissions generated by project traffic were made using a program called URBEMIS-5. Inputs to the URBEMIS-5 program include trip generation rates, vehicle mix, average trip length by trip type and average speed. Trip generation rates for project land uses were provided by the project transportation consultant. Average trip lengths and vehicle mixes for the Bay Area were used. Average speed for all types of trips was assumed to be 25 m.p.h. The analysis assumed a 1997 vehicle mix. The URBEMIS-5 runs assumed summertime conditions for ROG, NO_x and PM₁₀. Wintertime conditions were assumed for URBEMIS-5 runs to calculate CO emissions.

G. EMPLOYMENT AND HOUSING

EMPLOYMENT

The previous project's potential employment was described and analyzed on pages 134 and 135 of the FEIR. The FEIR estimated a net increase of 703 jobs on site, resulting from the development office and retail uses. The FEIR also described secondary employment and income resulting from the project, including temporary project construction labor and permanent employment generated through the multiplier effect (i.e., each person employed on site would generate additional off-site employment through expenditure for goods and services). The current proposal includes a different mix of uses than was previously proposed; therefore, the analysis of employment in the FEIR is no longer relevant.

Under the proposed project, the Colombo Building would be demolished and the approximately 40 employees currently working there would be displaced. At full operation, the proposed project would accommodate approximately 50 full-time jobs (split evenly between Site A and Site B). These jobs would serve the retail, educational, housing, and janitorial/maintenance functions on site. Secondary employment and income would result from temporary construction employment while the project is being built, and from permanent project employment; through the multiplier effect.

HOUSING

The Final EIR discussed the previous project's effects on the housing market in San Francisco (pages 136 to 147). This included: (1) the pre-project effects resulting from the demolition of affordable senior housing; (2) projected demand housing generated by new uses on site;

(3) fulfillment of the Office Affordable Housing Production Program (OAHPP) housing requirements; (4) implications for the Chinatown housing market; and (5) the cumulative and indirect effects of the project on housing in San Francisco.

Since the currently proposed project contains no office space and is primarily residential, it would help relieve housing demand in San Francisco and would not contribute to any cumulative housing demand. A discussion of residence patterns in San Francisco and the region and of housing demand due to increased employment, are therefore no longer relevant for this SEIR and are not included.

The proposed project results from many years of negotiation among the project sponsors, City agencies, and the former I-Hotel Block Citizen's Advisory Committee, over the disposition of Site A (which formerly contained the I-Hotel). The I-Hotel was a low-cost, long-term residential hotel occupying the northern lot of Site A. Tenants were evicted from the 164-unit hotel on August 4, 1977, and the building was demolished in 1979. The other two vacant lots on the two sites (Lots 5 and 11) were also occupied by low-cost, long-term residential hotels. Lot 5 (on Site B) was occupied by the 70-unit Bell Hotel, which was vacant for five years prior to its demolition in 1979. Lot 11 (on Site A, adjacent to the I-Hotel site), was occupied by the 30-unit Victory Hotel, which was also demolished in 1979. The Memorandum of Understanding that was signed in 1987 between the Mayor, the Citizens' Advisory Committee and the project sponsor of the previous project (Appendix E in the FEIR) is no longer applicable to the proposed project.

The 104 units of affordable senior housing proposed are intended to support an elderly population capable of independent living. The proposed units can be adapted to be fully disabled-accessible, anticipating that as the resident population ages, mobility could decrease. The 70 market-rate units would accommodate current and future demand for housing in the Downtown & Vicinity, particularly for workers in the Financial District, North Beach, and Jackson Square.

H. HAZARDS

Construction of the proposed project would require excavation of soil to an estimated depth of 12 to 28 feet below the ground surface. Due to historic land uses associated with the presence of hazardous materials on the project site, Treadwell & Rollo, geotechnical and environmental

consultants, conducted hazardous materials site assessments and investigations. The purpose of these studies was to characterize the chemical quality of the soil and to identify appropriate disposal or remediation methods for the soil.

Treadwell & Rollo conducted a Phase II Site Assessment in 1996. The assessment consisted of subsurface exploration (i.e., soil and groundwater sampling) and chemical analysis of samples. No significant concentration of petroleum hydrocarbons, VOCs, SVOCs, and metals were detected in the soil and groundwater, with the exception of lead in the fill layer which blankets the site to a depth of approximately 2 feet. Lead is a human toxin and is listed as a persistent and bioaccumulative toxic substance in Title 22 of the *California Code of Regulations*. Based on these regulations, soil containing total lead levels greater than the Total Threshold Limit Concentrations (TTLC) of 1,000 milligrams per kilogram (mg/Kg) would be classified as a hazardous waste for disposal purposes; similarly, if soluble lead levels exceed the Soluble Threshold Limit Concentration (STLC) of 5 milligrams per liter (mg/L), the soil would require disposal as a hazardous waste. The presence of lead on the project site would necessitate the implementation of health and safety measures, dust control procedures, and proper disposal of the excavated material as required by the Bay Area Air Quality Management District, the California Occupational Safety and Health Administration, and federal, state and local laws including Titles 22 and 23 of the *California Code of Regulations* (hazardous materials and water quality), and the City's Hazardous Materials Ordinance.. These measures would be described in a site mitigation plan (SMP).

I. GROWTH-INDUCING IMPACTS

The FEIR (pages 147 to 149) considered the potential growth-inducing impacts of a project containing 178,100 sq. ft. of office space and 21,600 sq. ft. of retail space. It found that the project could have growth-inducing effects in and around North Beach and Chinatown, if marketed successfully, by demonstrating a market for office space in this area. These effects, however, could have been limited by interim zoning controls and proposed zoning changes for Chinatown and North Beach. The Final EIR also found that new employment created on site would increase the demand for housing in San Francisco and other parts of the Bay Area.

The current proposal consists of 104 units of elderly housing, 70 units of market-rate housing, a school, church, and other community facilities and retail. No commercial office space is

proposed under the current project; therefore, the growth-inducement discussion in the Final EIR is no longer relevant.

As described above in Section G, Employment and Housing, the types of employment on-site would change as a result of the proposed project, but there would be a small increase in total on-site employment (about 10 jobs) compared to the FEIR's 700 positions. Employment associated with the proposed project would represent jobs that would be expected to occur in San Francisco without the project. This is because approximately one-half of on-site employees would be relocating from existing facilities of the Archdiocese of San Francisco, while the other half would fall within the range of population growth already occurring in San Francisco and the region.

It is expected that some downtown workers, including some associated with the proposed project, would want to live in San Francisco. Employment growth, however, is not related directly to increases in demand for housing and city services to residents, as some new jobs would be held by individuals who already live and work in San Francisco; who prefer to live in San Francisco but previously either did not work, or worked outside the City; who prefer to live in surrounding communities; or who are unable to afford or locate housing in the City.

Because the project would be built in a developed urban area, no expansion of the municipal infrastructure not already under consideration would be required to accommodate new development and increased employment due to, or induced by, the project.

V. MITIGATION MEASURES PROPOSED TO MINIMIZE POTENTIAL ADVERSE IMPACTS OF THE PROJECT

The FEIR lists mitigation measures on pages 150 to 159. Those measures that are still applicable to the project are included in this chapter. Those measures from the FEIR that are no longer relevant are discussed in the respective environmental category. The two paragraphs below are included and expanded from the FEIR for informational purposes.

In the course of project planning and design, measures have been identified that would reduce or eliminate potential environmental impacts of the proposed project. Some of these measures have been, or would be, voluntarily adopted by the project sponsors or project architects and contractors and are thus proposed; and some are under consideration. Implementation of some may be the responsibility of other agencies. Measures under consideration may be required by the City Planning Commission as conditions of project approval. Each mitigation measure and its status is discussed below.

Several items are required by law that would serve to mitigate impacts; they are summarized here for informational purposes, and may appear below. These measures include: no use of mirrored glass on the building to reduce glare, as per City Planning Commission Resolution 9212; limitation of construction-related noise levels, pursuant to the San Francisco Noise Ordinance (Article 29 of the San Francisco Police Code, 1972); implementation of geotechnical assessment and recommendation; and observance of State and Federal Occupational Safety and Health Administration safety requirements related to handling and disposal of hazardous materials.

Measures not required by legislation but which would also serve to mitigate environmental impacts appear below. Mitigation measures preceded by an asterisk (*) are from the FEIR, in some cases modified slightly.

WIND

- * ● The open terraces on Site A would be protected by wind shields. Other wind baffling devices would be included in the project as necessary to reduce winds in the rooftop open space on Site B to acceptable levels.

CULTURAL RESOURCES**MEASURES PROPOSED AS PART OF THE PROJECT**

- The project sponsors would retain the services of an archaeologist.

Site A: Because planned construction would entail excavation and topographic modification to depths that would exceed the level of previous subsurface archaeological investigations, the project sponsors have agreed to retain the services of an archaeologist who would conduct a focused program of systematic on-site monitoring and data recovery procedures during excavation of Site A. During the monitoring program, the project sponsors would designate one individual on-site as its/their representative. This representative would have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources, should they be encountered.

Should evidence of cultural resources of potential significance be found during the monitoring program, the archaeologist would document, preserve, and recover the cultural material. The archaeologist would prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration, and/or recovery program was conducted.

Copies of all draft reports prepared according to this mitigation measure would be sent first and directly to the ERO for review. Following approval by the ERO, copies of the final report would be sent to the President of the Landmarks Preservation Advisory Board and the California Archaeological Site Survey Northwest Information Center. The Office of Environmental Review shall receive three copies of the final archaeological report.

- * **Site B:** Given the location and depth of the excavation proposed, and the likelihood that archaeological resources would be encountered on the project site, the project sponsors have agreed to retain the services of an archaeologist. Following demolition of the Colombo Building, but during removal of foundation materials if determined necessary by the archaeologist, as well as during excavation, the archaeologist would carry out a pre-excavation testing program to better determine the probability of finding cultural and historical remains. The testing program would use a series of mechanical, exploratory borings, or trenches, and/or other testing methods determined by the archaeologist to be appropriate.

If, after testing, the archaeologist determines that no further investigations or precautions are necessary to safeguard potentially significant archaeological resources, the archaeologist would submit a written report to the Environmental Review Officer (ERO), with a copy to the project sponsors. If the archaeologist determines that further

investigations or precautions are necessary, he/she shall consult with the ERO and they shall jointly determine what additional procedures are necessary to minimize potential effects on archaeological resources.

These additional mitigation measures would be implemented by the project sponsors and might include a program of on-site monitoring of all site excavation, during which the archaeologist would record observations in a permanent log. The monitoring program, whether or not there are finds of significance, would result in a written report to be submitted first and directly to the ERO; with a copy to the project sponsors. During the monitoring program, the project sponsors would designate one individual on-site as its/their representative. This representative would have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources should they be encountered.

Should evidence of cultural resources of potential significance be found during the monitoring program, the archaeologist would immediately notify the ERO, and the project sponsors would halt any activities that the archaeologist and the ERO jointly determine could damage such cultural resources. Ground disturbing activities which might damage cultural resources would be suspended for a total maximum of four weeks over the course of construction.

After notifying the ERO, the archaeologist would prepare a written report to be submitted first and directly to the ERO, with a copy to the project sponsors, which would contain an assessment of the potential significance of the find and recommendations for what measures should be implemented to minimize potential effects on archaeological resources. Based on this report, the ERO would recommend specific mitigation measures to be implemented by the project sponsors. These additional mitigation measures might include a site security program, additional on-site investigations by the archaeologist, and/or documentation, preservation, and recovery of the cultural material.

Finally, the archaeologist would prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration, and/or recovery program was conducted.

Copies of all draft reports prepared according to this mitigation measure would be sent first and directly to the ERO for review. Following approval by the ERO, copies of the final report would be sent to the President of the Landmarks Preservation Advisory Board and the California Archaeological Site Survey Northwest Information Center. The Office of Environmental Review shall receive three copies of the final archaeological report.

Should human remains of Native American origin be encountered during excavation or construction activities and to assure preservation and protection of the remains in a respectful manner, the project sponsors would contact the County Coroner's office and the Native American Heritage Commission, pursuant to the procedures set forth in Section 7050.5 of the *Health and Safety Code* and Sections 5097.9 to 5097.99 and 5097.991 of the *Public Resources Code*.

- Prior to the demolition of the Colombo Building, the building could be documented for the Historic American Buildings Survey (HABS). HABS documentation would be planned in advance in a conference between the preparer and officials of the National Park

Service in order to match the level of documentation to the specific building. For the building, a full set of drawings, large format archival photography, and a written history would be appropriate.

TRANSPORTATION

MEASURES PROPOSED AS PART OF THE PROJECT

- * ● Generally during the construction period, construction truck movement would be permitted only between 9:00 a.m. and 3:30 p.m. to minimize peak-hour traffic (including transit) conflicts. The project sponsors and construction contractor(s) would meet with the Traffic Engineering Division of the Department of Parking and Traffic, the Fire Department, MUNI, Golden Gate Transit, and the San Francisco Planning Department to determine feasible traffic mitigation measures to reduce traffic congestion, including transit disruption (for example, potential relocation of bus stops), and pedestrian circulation impacts during construction of this project and other nearby projects that are planned for construction or which later become known. To minimize cumulative traffic impacts due to lane closures during construction, the project sponsors would ensure that the construction contractor coordinate with construction contractor(s) for any concurrent nearby projects that are planned for construction or become known. An exception would be made during underpinning, shoring and excavation to permit construction truck movements between 7:00 a.m. and 3:30 p.m. and during the approximately 20 hours for continuous pour of the mat foundation. Prior to issuance of foundation permits, project sponsors would consult with the Department of Parking and Traffic to establish a route for truck traffic that would cause the least interference with morning commute traffic on City streets.
- The project contractor(s) would determine the location of an off-site parking facility for construction workers during the construction period, in the event that on-site parking is unavailable.
- * ● The project sponsors would, in consultation with the MUNI, install eyebolts or make provisions for direct attachment of eyebolts for MUNI trolley wires on the proposed project building wherever necessary, or agree to waive the right to refuse the attachment of eyebolts to the proposed buildings if such attachment is done at City expense.
- While subsurface sidewalk vaults are discouraged, if vaults are included in the project, or because the basement would extend beneath street rights-of-way, the project sponsors would design subsurface vaults to allow for possible future widening of adjacent streets. Vault design would be of sufficient strength to carry maximum vehicular live and dynamic loads. Design of the vault area to accommodate street trees would also be made, subject to Department of Public Works approval. In addition, should vaults exist or be installed as part of the project, the project sponsors would accommodate and pay for the installation of all subsurface footings, supports, and foundations as may be required for future public improvements, such as street lights, street trees, trolley wire poles, signs benches, transit shelters, etc., within project vault areas. Placement of such improvements is entirely within the discretion of the City.

MEASURES NOT INCLUDED IN THE PROJECT

- * ● The project sites are on a block which is on the periphery of the downtown. The Downtown Plan discourages new long-term parking spaces in and around downtown. Parking within the project (other than that for residential tenants) could be operated as short-term parking with a fee structure in accordance with that recommended in the Downtown Plan. This measure is under consideration by the project sponsors and could be required as a condition of project approval.

MEASURES THAT COULD BE IMPLEMENTED BY OTHER AGENCIES

- * ● Work schedules of Pacific Gas and Electric Company and other utilities requiring trenching could be coordinated, so that street disruption would take place during weekends and off-peak hours. This should be done through the San Francisco Committee for Utility Liaison on Construction and Other Projects (CULCOP). In-street utilities should be installed at the same time as the street is opened for construction of the project to minimize street disruption.

The FEIR listed several mitigation measures on pages 152 to 154 that addressed mitigation of potential transportation, circulation and parking impacts for office projects (the contribution of funds for transportation services, the development of a transportation management program and the implementation of the transportation improvements described in the *Downtown Plan*). The proposed project evaluated in this Supplemental EIR would not contain office space and these measures are not applicable.

The noise mitigation measures in the FEIR listed on pages 154 and 155 are now required by the San Francisco Noise Ordinance and are not restated in this chapter.

HAZARDS

MEASURES PROPOSED AS PART OF THE PROJECT

- The project sponsors have agreed to prepare a soils investigation report for the project site by a qualified consulting firm (with California-licensed Geotechnical Engineers). As part of the study, the soils would be tested for the presence of any hazardous waste contamination that might be found at the project site, including PCB-containing materials. In the event that any hazardous wastes are identified which exceed the State and Federal standards (including acceptable levels of petroleum hydrocarbons at Class II or III landfills), the project sponsors would agree to implement a Site Mitigation Plan (SMP) prepared by the consultant. The SMP would detail the specific treatment of wastes, including sampling, monitoring and other soil handling procedures to be performed by a licensed contractor in accordance with the State and Federal regulations and the site-specific health and safety requirements. Remediation of any hazardous contamination that might be found at this property could be under the supervision of the San Francisco Department of Public Health, if accepted by that Department, as delegated by the California EPA Department of Toxic Substances Control (DTSC) pursuant to SB 1248; if the City Health Department did not choose to accept supervision, then the activity would be supervised by the DTSC. The SMP would also include implementation of a

health and safety plan for workers on the site and a notification on the site for construction workers regarding location and type of contamination present. After the project site has been remediated, the consultant that prepared the SMP would certify that the site is clean and useable for the proposed project.

- * ● In order to reduce potential injury to building occupants during an earthquake or other catastrophic emergency, an excavation and emergency response plan would be developed by the project sponsors or building management staff, in consultation with the Mayor's Office of Emergency Services to ensure coordination between the City's emergency planning activities and the project's plan and to provide for building occupants in the event of an emergency. The project plan would be reviewed by the Office of Emergency Services and implemented by building management insofar as feasible before issuance by the Department of Public Works of final building permits.
- * ● To expedite implementation of the City's emergency response plan, the project sponsors would prominently post information for building occupants/visitors concerning what to do in the event of a disaster.

CONSTRUCTION AIR QUALITY

MEASURES PROPOSED AS PART OF THE PROJECT

- * ● The project sponsors would require the contractor(s) to spray the site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand, or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that nonpotable water be used for dust-control activities. Therefore, the project sponsors would require that the contractor(s) obtain reclaimed water from the City Clean Water Program for this purpose.
- The project sponsors would require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants through the prohibition of idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

The FEIR listed two mitigation measures on pages 155 and 156 that addressed air quality measures related to traffic and energy impacts. Both these measures were included in the FEIR primarily because of the proposed office use. Since the proposed project would not include office use, these measures are not in this chapter.

The FEIR included three mitigation measures for housing impacts on pages 156 and 157. Since the project in this SEIR is primarily housing, these measures are no longer applicable.

GEOLOGY

MEASURES PROPOSED AS PART OF THE PROJECT

- * ● One or more geotechnical investigations by a California-licensed geotechnical engineer are included as part of the project. The project sponsors and contractor would follow the recommendations of the final geotechnical report(s) regarding any excavation and construction for the project.
- Any groundwater encountered during construction of the proposed project would be subject to requirements of the City's Industrial Waste Ordinance Article 4.1 of the San Francisco Public Works Code (Ordinance Number 19-92) requiring that groundwater meet specified water quality standards before it may be discharged into the sewer system. The Bureau of Environmental Regulation and Management of the Department of Public Works must be notified of projects necessitating dewatering and approval must be obtained to discharge to the sewer. That office may require water analysis before discharge.
- * ● Should dewatering be necessary, the final soils report would address the potential settlement and subsidence impacts of this dewatering. Based upon this discussion, the soils report would contain a determination as to whether or not a lateral movement and settlement survey should be carried out to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey is recommended, the Department of Public Works would require that a Special Inspector (as defined in Article 3 of the Building Code) be retained by the project sponsors to perform this monitoring. Groundwater observation wells would be installed to monitor the level of the water table and other instruments would be used to monitor potential settlement and subsidence. If, in the judgement of the Special Inspector, unacceptable movement were to occur during construction, groundwater recharge would be used to halt this settlement. The project sponsors would delay construction if necessary. Costs for the survey and any necessary repairs to service lines under the street would be borne by the project sponsors.
- Should dewatering be necessary, the project sponsors and contractor(s) would follow the geotechnical engineer's recommendations regarding dewatering to avoid settlement of adjacent streets, utilities and buildings that could potentially occur as a result of dewatering. If dewatering were necessary, monitoring wells would be installed by the project sponsor, as required, around the outside of the excavation to monitor the water level throughout the construction period. Recharge of groundwater could be performed if a substantial drop in water levels took place outside of the excavation.
- * ● If dewatering were necessary, groundwater pumped from the site would be retained in a holding tank to allow suspended particles to settle, and sediment traps in local stormwater intakes during construction would be installed and maintained, if this were found necessary by the Bureau of Environmental Regulation and Management of the Department of Public Works, to reduce the amount of sediment entering the storm drain/sewer lines.

- The project sponsors and contractor(s) would follow the geotechnical engineers' recommendations regarding installation of settlement markers around the perimeter of shoring to monitor any ground movements outside of the shoring itself. Shoring systems would be modified as necessary in the event that substantial movements were detected.
- * ● During construction, the contractor would sweep streets adjacent to the construction site mechanically or by hand to prevent siltation of storm drains and generation of dust. The contractor would also confine construction equipment, maintenance, and refueling activities to locations where potential petroleum spillage could be contained.

The FEIR contained three mitigation measures for potential energy impacts. These measures are generally part of Title 29 of the *California Code of Regulations* applicable to housing development with which the project must comply. Therefore, they are not included in this chapter.

VI. SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED

In accordance with Section 21067 of the California Environmental Quality Act (CEQA), and with Sections 15040, 15081, and 15082 of the State CEQA Guidelines, the purpose of this chapter is to identify impacts that could not be eliminated or reduced to an insignificant level by mitigation measures included as part of the proposed project, or by other mitigation measures that could be implemented, as described in Chapter V, Mitigation Measures, pages 106 through 113.

This chapter is subject to final determination by the City Planning Commission as part of its certification process for the EIR. The Final EIR will be revised, if necessary, to reflect the findings of the Commission.

The Colombo Building has been evaluated by the State Office of Historic Preservation Office (SOHP) as part of the 1982 North Beach Survey. It has been determined that the building may become eligible for separate listing in the National Register of Historic Places, if more historic or architectural research is performed ("4S" rating). The proposed project, by the demolition of the Colombo Building, would have a potential unavoidable significant adverse impact on the historic resources of the project site.

VII. ALTERNATIVES TO THE PROPOSED PROJECT

This chapter describes alternatives contained in the FEIR (pages 163 to 172m) and their current relevance, identifies alternatives to the currently proposed project, discusses environmental impacts associated with these alternatives, and gives reasons the alternatives were rejected in favor of the proposed project. Regardless of the sponsors' reasons for rejection, the City Planning Commission could approve an alternative instead of the proposed project if the Commission believed the alternative would be more appropriate for the site.

Analysis of alternatives at different sites for private projects is not required except in very limited circumstances. Whether property is owned or can reasonably be acquired by the project sponsor has a strong bearing on the feasibility of developing a project alternative. This Supplemental EIR does not include an alternate site alternative because the FEIR did not include such an alternative and because the project sponsors have no feasible alternative site available for the proposed project.

The 1987 Final EIR contained seven project alternatives, including:

- A: No Project Alternative
- B: Code Conforming (with Conditional Use) Alternative
- C: Preservation Alternative
- D: Code Conforming 40 Ft. (No Conditional Use) Alternative
- E: Increased Housing Alternative
- F: Chinatown Resource Center and Asian Neighborhood Design Alternative
- G: Reduced Office Space Alternative

As described below, Alternatives B, D, E, and F are no longer considered relevant in the context of this Supplemental EIR. Alternatives A, C, and G are considered relevant to the current project and in addition, two new alternatives — a smaller building on Site A and reduced housing on Site B — have been added and are described below in the context of the current project alternatives.

FEIR ALTERNATIVES NOT INCLUDED IN THIS DOCUMENT

Alternative B: Code Conforming (with CU)

Alternative B in the FEIR (pages 164 to 166) contained in two buildings 94,000 sq.ft. of office space, 21,600 sq.ft. of retail space, 30,950 sq.ft. of residential space (85 units), and 85 valet parking spaces. This alternative is no longer considered relevant because it sought conformity with a version of the *City Planning Code* that is no longer in effect.¹

Alternative D: 40-Foot-Tall Code Conforming (No CU)

Alternative D in the FEIR (pages 168 and 169) consisted of two structures, both 40 feet in height, with a total of 62,060 sq.ft. of office space, 21,610 sq.ft. of retail space, and 85 parking spaces (no housing provided). This alternative is no longer considered relevant because it sought conformity with a version of the *City Planning Code* that is no longer in effect.²

Alternative E: Increased Housing

Alternative E in the FEIR (pages 170 and 171) increased the housing component of the overall project, resulting in a total development of 107,400 sq. ft. of residential space (240 units in two towers on Site A), 65,700 sq.ft. of office space, 21,600 sq. ft. of retail space, and 85 parking spaces. This alternative is no longer considered relevant because the current proposal consists primarily of housing, and would meet the objective of providing additional housing in Chinatown.

Alternative F: Chinatown Resource Center and Asian Neighborhood Design

Alternative F in the FEIR (pages 172 and 172a) increased the amount of housing and decreased the amount of commercial office and retail space as compared to the previously proposed project, resulting in a total of 57,300 sq. ft. of office space, 53,700 sq. ft. of residential space (120 units), 18,600 sq. ft. of retail space, and on-site parking. This alternative is no longer considered relevant because its objective (to increase the housing component and decrease the office component), has been achieved under the current proposal. It would also exceed the current maximum allowable FAR for commercial uses, for which there are no exceptions under the current Code.

CURRENT ALTERNATIVES

Alternative A: No Project Alternative

Description

This alternative would entail no physical change to the site as it now exists. Site A would remain an excavated, vacant parcel. On Site B, the Colombo Building would be retained, and the adjacent excavated parcel would remain vacant. Alternative A in the FEIR was also a No Project alternative, which would have retained the site as it existed in 1987. This alternative would not preclude redevelopment of all or part of the project site in the future, with larger or smaller development than the project as proposed.

Impacts

If this alternative were implemented, none of the impacts associated with the proposed project would occur. In general, the environmental characteristics of the current No Project Alternative would remain as described in the Environmental Setting of this report (see Chapter III, Environmental Setting, pages 44 through 63, for a discussion of the existing conditions).

There would be no effects on historic architectural resources, as the Colombo Building would not be demolished, although this alternative would not preclude demolition of the building for other purposes.

With the No Project Alternative, transportation, noise, and air quality impacts associated with the excavation and construction of the project would not occur. Transportation and air quality conditions (as described in Chapter IV, Environmental Impacts, pages 64 through 105) as base conditions with cumulative development, would continue to exist around the site. Existing potential hazards, such as possible lead in the soils, would remain or be remediated separately from the project. Project excavation would not occur. There would be no potential demolition- or construction-related worker exposure to, or disposal of, hazardous materials, or potential exposure for other persons; nor would there be any remediation, if necessary, of contaminated soils (or groundwater if applicable). Resident population on the site would not increase as it would with the project as proposed. Other impacts including construction noise and air quality effects; wind; increased demand for public services and energy; potential effects on subsurface

cultural resources; or effects related to soils and geology, hydrology, including dewatering; would not occur. Shadow would remain as under existing conditions.

Reasons For Rejection

This alternative was rejected by the project sponsors because it would not satisfy the stated project objectives of providing affordable and market rate housing, the Catholic Center, and replacement for St. Mary's School.

Alternative B: Preservation Alternative

Description

Alternative B for this SEIR would be similar to Alternative C for Site B in the 1987 FEIR (pages 166 to 168): the Colombo Building would be retained, an additional floor would be added to the Colombo Building covering 75 percent of the building footprint, and a new seven-story office building would be constructed on the vacant portion of Site B (the FEIR alternative was for an eight-story building, which would have cast shadows on Portsmouth Square, representing a violation of the Shadow Ban Ordinance). The proposed project for Site A (senior housing, elementary school, Catholic Center and parking) would remain in this alternative. This alternative would include a total of approximately 41,000 sq. ft. of office space, 80,000 sq. ft. of residential space (105 units as for the proposed project), 59,000 sq.ft. for school and Catholic Center, 9,500 sq.ft. of retail space, and 156 parking spaces on Site A and 31 spaces on Site B.

Impacts

The primary objective of Alternative B is preservation of the Colombo Building, which may be eligible for listing on the National Register. In order to develop the site and preserve the Colombo building, the western portion Site B would be developed with a new building. The office space in this alternative would generate a higher number of daily on-site population, a higher level of pedestrian and vehicular activity, and a greater secondary effect in terms of potential growth inducement and employment than the proposed project.

This alternative would generate about 2,160 daily weekday person-trips, of which approximately 130 would occur during the PM peak hour. This would represent a decrease of approximately

one percent in daily trips and about a 30 percent decrease in peak hour trip than would be generated by the proposed project for Site B (see Section III.D, Transportation). The PM peak hour trips generated by this alternative (25 vehicle trips) would be about the same as the proposed project (27 vehicle trips). There would be a parking demand of about 39 percent fewer parking spaces (86 vs 140) than the proposed project. Consequently, traffic and air quality effects on local intersections would be about the same for this alternative as the proposed project (the level of service at the studied intersections would be expected to remain at LOS B).

There would be a housing demand of about 14 units generated by office workers. This demand could be accommodated by the existing housing supply in the City. Effects related to geology and hydrology would be less than those of the proposed project because the excavation on Site B would be less than the proposed project. The impact on prehistoric or historic subsurface cultural resources could still occur on the portion of Site B used for the new structure; however, the historic architectural resources of the Colombo Building would be preserved and enhanced as the project would restore the architectural integrity of the structure.

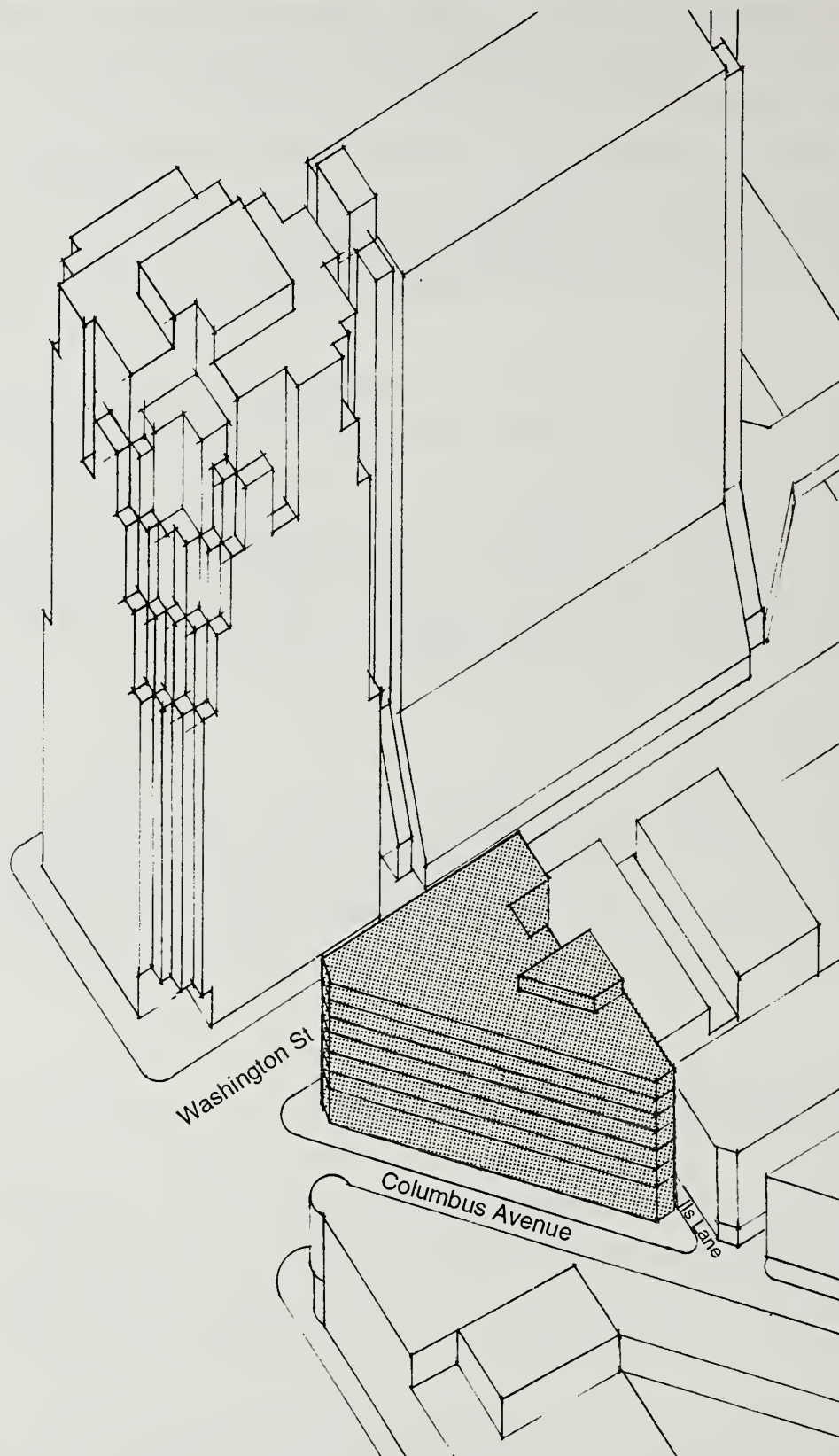
Reasons for Rejection

The project sponsor for Site B rejected this alternative because it would be an underuse of Site B, and the sponsor does not believe the proposed restoration and expansion of the Colombo Building and construction of office space would provide reasonable return on investment which is one of the project sponsors' objectives.

Alternative C: Reduced Housing on Site B Alternative

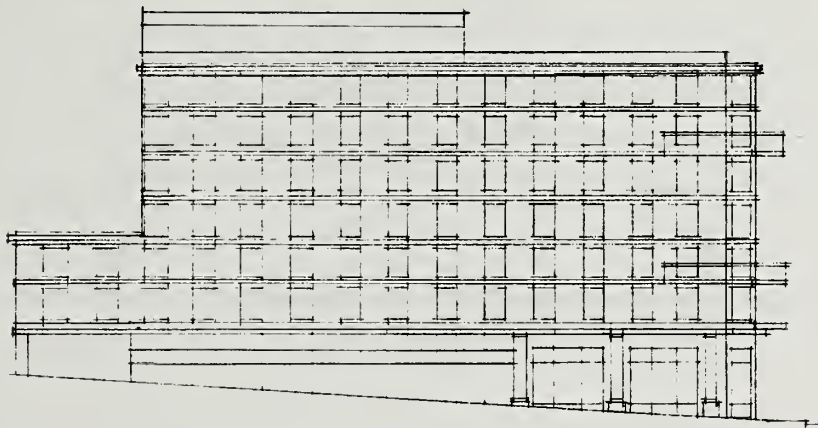
Description

Under Alternative C, Site A would be developed with the same uses as the currently proposed project, and Site B would be developed with less housing than currently proposed. On Site B, this alternative would include 46 market-rate housing units, compared to 70 under the proposed project, and 50 parking spaces located above ground in the second and third levels, compared to 65 under the proposed project. The basement would be used for residential storage. The new building at Site B would be seven stories and 74 ft. in height, compared to 10 stories and 85 ft. in height under the proposed project (see Figures 28, 29 and 30, pages 120 to 122).



Source: James Stephen Titus AIA

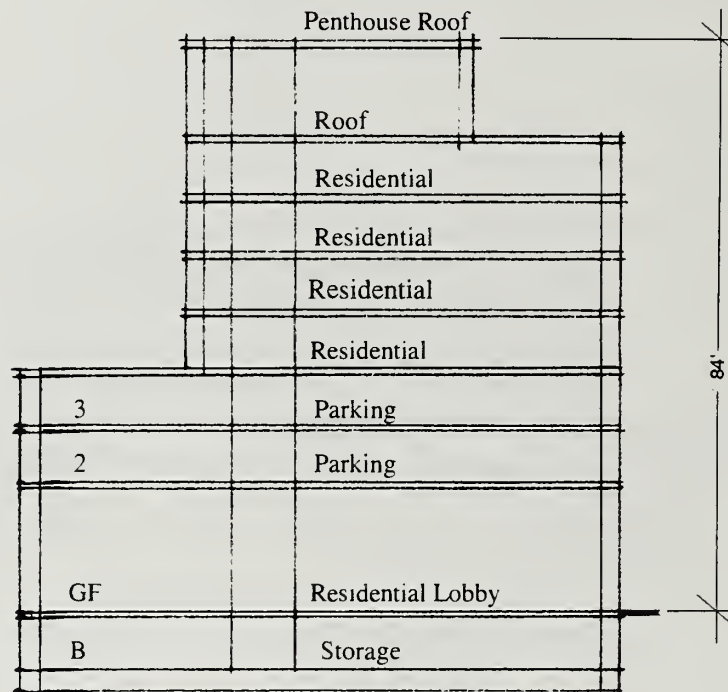
ALTERNATIVE C, AXONOMETRIC FIGURE 28



Washington Street

Source: James Stephen Titus AIA

ALTERNATIVE C, ELEVATION FIGURE 29



Columbus Avenue

Source: James Stephen Titus AIA

ALTERNATIVE C, SECTION FIGURE 30

Impacts

Loss of the Colombo Building would remain a significant impact under this alternative. Other impacts of this alternative would be slightly less than the proposed project as there would be 24 fewer residential units. The urban design, visual quality and shadow impacts under this alternative would be slightly reduced as the building would be 20 feet lower. This alternative would generate about 34 percent fewer overall trips for Site B than the proposed project. Consequently, there would be lower traffic-related air quality impacts.

The impact of demolition of the Colombo Building on historic and cultural resources would remain with this alternative. This alternative would have fewer residents than the proposed project. The effects related to geology and hydrology and potential subsurface cultural resources would be less than those of the proposed project because excavation would be limited to the existing level below grade. There would also be a corresponding reduction in demand for public services and energy.

As the proposed project would not cause significant impacts in any of the areas, this alternative would not reduce any significant environmental effects.

Under Consideration

The project sponsor for Site B is considering this alternative.

Alternative D: Office Uses on Site B Alternative

Description

Under this Alternative, Site A would be developed with the same uses as the currently proposed project, and Site B would be developed with office and retail, rather than housing uses, in accordance with PUD approval in 1987 and current building permit. On Site B, this alternative would include 81,300 sq.ft. of office space, 9,900 sq.ft. of retail space, and 31 parking spaces. This alternative is similar to Alternative G for Site B in the FEIR (pages 172a to 172m), which would have had the same types of uses and building mass on Site B (on Site A, Alternative G would have had 51,900 sq.ft. of residential space [126 market-rate units], 43,300 sq.ft. commercial retail space, and 155 parking spaces). Alternative G was the approved project following certification of the FEIR.

Impacts

From a land use perspective, Alternative D would be a more intense development than the currently proposed market-rate housing project. It would generate a higher level of pedestrian and vehicular activity, have a larger daytime population, and generate a greater secondary effect in terms of growth inducement and employment.

The Colombo Building would be demolished under this alternative which would be a significant environmental effect on historic and cultural resources. The same archaeological impacts would occur and mitigation measures would be necessary.

Alternative D would generate approximately 2,890 daily weekday person-trips for Site B, of which approximately 200 would occur during the PM peak hour. This would represent approximately 30 percent more daily trips and 10 percent more peak hour trip than would be generated by the proposed project for Site B (see Section III.D, Transportation).³ This alternative would generate a total of about 40 PM peak vehicle trips, which would be about 50 percent more than the proposed project.

Under existing-plus-alternative traffic conditions, the additional vehicle activity in the PM peak hour under this alternative would cause slight increases in the average vehicle delays at the seven study intersections. All study intersections, however, would continue to operate at LOS B or better under this alternative, as they would with the proposed project. Under Year 2010 cumulative traffic conditions (including this alternative), LOS B would be maintained at all study intersections except Jackson/Columbus, where traffic flow would degrade to LOS C. This level of service is still considered acceptable.

Under Alternative D, there would be fewer walk trips and more transit trips than would be generated by the proposed project. Approximately 26 more transit trips would be generated by this alternative than the proposed project, which would adversely affect the most heavily used MUNI transit lines in the project area (i.e., 1-California, 9AX-San Bruno 'A' Express, 30-Stockton, 45-Union-Stockton, and 83-Pacific.)

Alternative D would have a peak parking demand from proposed uses on Site B of approximately 138 commercial parking spaces (99 long-term and 39 short-term); however, the alternative proposes 31 valet parking spaces, leaving an unmet demand for 107 parking spaces, which

could be accommodated by public parking proposed at Site A, or by other public parking lots in the study area. However, if parking is unavailable, some vehicle trips could shift to transit trips, thus affecting the transit lines described above as already overcrowded.

Air quality effects associated with on-site uses under this alternative would be slightly higher, approximately ten percent, than the proposed project due to the increase in peak hour vehicle traffic. This increase would not be considered a significantly adverse impact.

Reasons for Rejection

The project sponsor for Site B has tentatively rejected selecting this as the sole possible use of Site B because at the present time such a project is not commercially feasible and it is uncertain when, if ever, market conditions would make such a project feasible on this site. However, the proposed PUD amendment authorizing the residential structure would not prevent the sponsor from proceeding with the previously approved office structure if economic conditions change while the previously issued building permit for the office structure remains in effect.

Alternative E: Smaller Building on Site A Alternative

Under this alternative, Site A would contain about 58 low-income residential units, a religious center and school approximately three-quarters of the size of the proposed project's, and a 154-space parking garage below grade, similar to the proposed project. The above ground uses on Site A would be accommodated in a 65-ft. building with the residential component in a separate wing containing seven floors and the religious center and school in a four-level structure. The senior housing would contain a setback on the sixth floor at the 50-ft level. The religious center/school would contain the same number of classrooms as the proposed project, and a chapel and youth room on the ground floor. There would be no gymnasium, play area, or kitchen facility. Site B would be developed with the same uses as the currently proposed project.

Impacts

Impacts of this alternative would be slightly less than the proposed project as there would be 44 fewer low-income residential units and about 25 percent less institutional space on Site A. The building on Site A would be under the 65-ft. height limit and would not require an exception to the 65-D-2 Height and Bulk District Planning Code restrictions. The building would be

same height as the 900 Kearny Street building to the north of the site on Jackson Street. The visual quality and urban design impacts of the Site A structure would be less than the proposed project's 15-story tower. There would be less of an effect on the scale and urban texture of the project vicinity and shadow impacts would be reduced. The pedestrian-level wind effects of the Site A building would be less than those impacts created by the proposed project along Jackson Street.

The significant impact of demolition of the Colombo Building, an historic architectural resource, would remain under this alternative. The effects related to geology and hydrology and potential subsurface cultural resources would be the same as the proposed project.

Trip generation, parking demand and transit ridership under this alternative would be slightly less than that of the proposed project due to the fewer number of units and less intense use of the religious center and school. Consequently, traffic and air quality effects on local intersections would be correspondingly lower under this alternative. There would also be a reduction in demand for public services and energy consumption.

Reasons for Rejection

The project sponsors for Site A reject this alternative as it would not meet the program objectives of the publicly-funded low-income housing, and the Catholic Center and School.

¹ A discussion of the alternative and its relation to the 1987 City planning Code and the current code is found in a memorandum *Alternatives Not Included in the Supplemental EIR*, August 19, 1996 from Stu During, During Associates to Barbara Sahm, Environmental Review Officer. This memorandum is available for public review at the San Francisco Planning Department, 1660 Mission Street, San Francisco.

² Ibid.

³ Information on transportation was based on *Kearny/Columbus Project Transportation Study*, by Korve Engineering, September 1996. This report is on file and available for public review at the San Francisco Planning Department, 1660 Mission Street, San Francisco.

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Municipal Railway
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Mayor's Office of Housing
Joel Lipsky

Others

Department of Housing and Urban Development
Catherine Dymkoski

IX. DRAFT EIR DISTRIBUTION LIST

A. DRAFT EIR DISTRIBUTION LIST

FEDERAL AND STATE AGENCIES

Northwest Information Center
California Archaeological Inventory
Department of Anthropology
Sonoma State University
Rohnert Park, CA 94928
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State Office of Intergovernmental
Management (10)
State Clearinghouse
1400 - 10th Street
Sacramento, CA 95814

State of California
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1416 - 9th Street
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Hetch Hetchy Water & Power
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Attn: Lt. James Molinari

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X. APPENDICES

Appendix A: Architectural Resources

Appendix B: Wind Survey

Appendix C: Transportation

Appendix D: Air Quality

APPENDIX A: ARCHITECTURAL RESOURCES

The architectural ratings discussed in the text of this report include the results of three separate architectural evaluation surveys: the 1976 San Francisco Department of City Planning Citywide Architectural Survey, the Heritage Survey, and the Unreinforced Masonry Building (UMB) Survey. These are discussed below.

SAN FRANCISCO DEPARTMENT OF CITY PLANNING CITYWIDE ARCHITECTURAL SURVEY

Between 1974 and 1976, the San Francisco Department of City Planning conducted a citywide inventory of architecturally significant buildings. An advisory review committee of architects and architectural historians assisted in the final determination of ratings for the 10,000 buildings, the results of which were entered in an unpublished 60-volume record of the inventory. The rated buildings are also represented on a set of color-coded maps which identify the location and relative significance of each building surveyed. The inventory and maps are on file at the Department of City Planning.

The inventory assessed the architectural significance of the surveyed structures from the standpoint of overall design and particular design features. Both contemporary and older buildings were included, but historical associations were not considered. Each building was given two numerical ratings, one for architectural quality and one for overall architectural significance, urban design context, and environmental significance. The latter rating is referred to in this report. The ratings ranged from a low of "0" to a high of "5." The architectural survey resulted in a listing of the best 10 percent of San Francisco's buildings. In the estimation of the inventory participants, buildings rated "3" or higher represent approximately the best 2 percent of the City's architecture.

HERITAGE SURVEY

The Foundation for San Francisco's Architectural Heritage, through its consultants, Charles Hall Page & Associates, Inc., conducted an architectural and historical survey of all downtown structures as well as the Van Ness Corridor, South of Market, North of Market, Civic Center, Chinatown, and currently the Richmond District. In 1979, the original inventory results were published in the book *Splendid Survivors* (Foundation for San Francisco's Architectural Heritage, *Splendid Survivors*, California Living Books, San Francisco, 1979). Criteria considered in rating

the buildings for both surveys include Architectural Significance, Historic context and Negative Alterations. Summary ratings from "A" to "D" were assigned to each building on the basis of these scores. The summary ratings, as described on pages 12 and 13 of *Splendid Survivors*, are listed below:

- A. Highest Importance. Individually the most important buildings in downtown San Francisco, distinguished by outstanding qualities or architecture, historical values, and relationship to the environment. All A-group buildings are eligible for the National Register, and of highest priority for City Landmark status.
- B. Major Importance. Buildings which are of individual importance by virtue or architectural, historic and environmental criteria. These buildings tend to stand out for their overall quality rather than for any particular outstanding characteristics. B-group buildings are eligible for the National Register, and secondary priority for City Landmark status.

The Landmarks Preservation Advisory Board does not distinguish between "A" rated and "B" rated buildings for purposes of preservation.

- C. Contextual Importance. Buildings which are distinguished by their scale, materials, compositional treatment, cornice, and other features. They provide the setting for more important buildings and the add visual richness and character to the downtown area. Many C-group buildings may be eligible for the National Register as part of historic districts.
- D. Minor or No Importance. Buildings which are insignificant examples of architecture by virtue or original design, or more frequently, insensitive remodeling. This category includes vacant buildings and parking lots. Most D-group buildings are sites of opportunity.

Not Rated. Buildings which have been built or suffered insensitive exterior remodelings since 1945.

UNREINFORCED MASONRY BUILDING (UMB) SURVEY

In November of 1990, the Landmarks Preservation Advisory Board completed *A Context Statement and Architectural/Historic Survey of Unreinforced Masonry Building (UMB) Construction in San Francisco from 1850 to 1940*. This survey was adopted by the LPAB at its regular meeting of February 6, 1991, and is available at the Department of City Planning and contains ratings for 2,000 buildings citywide. This project was funded in part, through the National Historic Preservation Fund Grant No. 66-89-40107 by the State Office of Historic Preservation.

NORTH BEACH SURVEY

North Beach San Francisco: An Architectural, Historical, and Cultural Survey was prepared by Anne Bloomfield, Daniel Warner and Nancy Olmsted, and was sponsored by the North Beach Historical Project, Inc. The survey included a visual survey by foot of 1,100 buildings in North Beach, definition of North Beach as opposed to Russian or Telegraph Hills, and an historical account of both the area and certain structures. This survey did not rank individual structures with a letter or number system; rather, it discusses and describes North Beach buildings qualitatively in their architectural, historical and cultural context.

APPENDIX B: WIND STUDY

A wind-tunnel test was performed for the Kearny/Columbus Project, proposed to be located on the block bound by Washington Street, Columbus Avenue, Kearny Street and Jackson Street, in San Francisco, in order to define the pedestrian wind environment that would exist around the proposed project. Pedestrian-level wind speeds were measured at selected points for the site as it presently exists and with the proposed project to quantify resulting pedestrian-level winds in public spaces near the proposed project. In addition, the results were compared with data obtained from a 1985 wind test for a development proposed for the same properties.

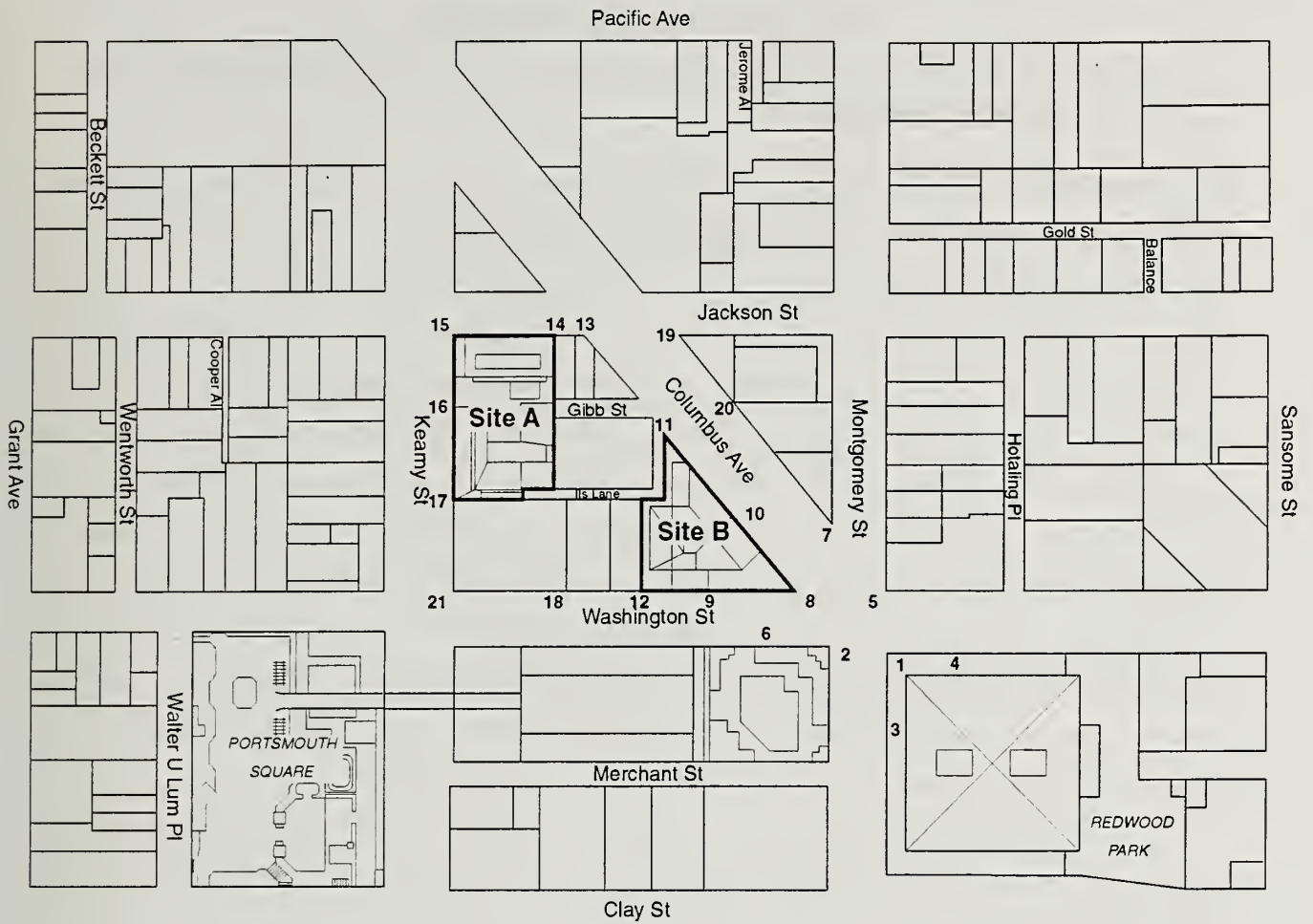
Wind-tunnel testing focused on testing the proposed building design at 13 of the original 21 locations determined to be most impacted by the project. These locations include those along Jackson Street (13, 14, 15, 19), nearby on Kearny Street (16) and Columbus (11, 20, 10, 7, 8), as well as at locations 1, 2, and 5 (see Table B-1, below).

TABLE B-1
PEDESTRIAN COMFORT ANALYSIS - 1996

Existing Conditions			Project Conditions ^a
Location Number	Pedestrian Comfort Criterion Speed (mph)	Measured Equivalent Wind Speed (mph)	Measured Equivalent Wind Speed (mph)
1	11	14	13 *
2	11	17 *	16 *
3	11	12 *	--
4	11	13 *	--
5	11	12 *	13 *
6	11	15 *	--
7	11	12 *	8
8	11	11	16 *
9	11	14 *	--
10		7	5
11	11	9	8
12	11	13 *	--
13	11	8	14 *
14	11	9	13 *
15	11	9	7
16	11	6	6
17	11	7	--
18	11	9	--
19	11	8	10
20	11	9	9
21	11	9	--

* Winds exceed criterion speed more than 10 percent of the time.

¹ Only winds from the west-northwest were rerun.



Source: ESA and Bruce White PhD.



LOCATION OF POSITIONS FOR PEDESTRIAN LEVEL WIND SPEED MEASUREMENTS **FIGURE B-1**

APPENDIX C: TRANSPORTATION

LEVEL OF SERVICE DESIGNATIONS

Existing and future traffic conditions at signalized intersections within the primary study area have been evaluated using the TRAF-NETSIM Traffic Simulation Model. Conditions at signalized intersections in the secondary study area have been evaluated using the *1985 Highway Capacity Manual* (Transportation Research Board, 1985) operations methodology. Both methodologies use the concept of Level of Service (LOS), which, for signalized intersections, is defined in terms of delay, or waiting time at a signal. Delay is a measure of driver discomfort, frustration, fuel consumption, and lost travel time. Intersection LOS, determined according to the vehicle delay in seconds per vehicle, range from LOS A (very low delay) to LOS F (forced flow). Table C-1 (page A.7) provides more detailed descriptions of the six LOS, A through F, for signalized intersections using the *1985 Highway Capacity Manual* method. The TRAF-NETSIM simulation calculates LOS in much the same way, with similar results, but refines the analysis based on signal progression along streets, such as the Embarcadero, and based on spill-back, when queues from one intersection extend back to a previous intersection.

In the past, for planning applications, the City of San Francisco has used a slightly different methodology than the TRAF-NETSIM or *1985 Highway Capacity Manual* to analyze operations at signalized intersections. That method, known as the *Critical Lane Analysis* (Transportation Research Circular Number 212, Transportation Research Board, 1980), determines the ratio of critical opposing traffic volumes to theoretical intersection capacity, yielding the volume-to-capacity (v/c) ratio. Intersection LOS, determined according to the value of the v/c ratio, range from LOS A (free flowing condition) to LOS F (severely congested conditions). Table C-2 (page A.8) provides more detailed descriptions of the six LOS, A through F, for signalized intersections using the *Critical Lane Analysis* methodology.

TABLE C-1
SIGNALIZED INTERSECTION LEVEL OF SERVICE DEFINITIONS BASED ON DELAY

LEVEL OF SERVICE	TYPICAL DELAY (SEC/VEH)	TYPICAL TRAFFIC CONDITION
A	≤ 5.0	Insignificant Delays: No approach phase is fully utilized and no vehicle waits longer than one red indication.
B	5.1 - 15.0	Minimal Delays: an occasional approach phase is fully utilized. Drivers begin to feel restricted.
C	15.1 - 25.0	Acceptable Delays: Major approach phase may become fully utilized. Most drivers feel somewhat restricted.
D	25.1 - 40.0	Tolerable Delays: Drivers may wait through more than one red indication. Queues may develop but dissipate rapidly, without excessive delays.
E	40.1 - 60.0	Significant Delays: Conditions are generally the limit of acceptable delays. Vehicles may wait through several signal cycles and long queues of vehicles from upstream.
F	> 60.0	Excessive Delays: Represents unacceptable conditions with extremely long delays. Queues may block upstream intersections.

Sources: *Highway Capacity Manual*, Highway Research Board, Special Report No. 209, Washington, D.C., 1985; *Interim Materials on Highway Capacity*, Circular 212, Transportation Research Board, 1980; Korve Engineering.

TABLE C-2
ARTERIAL LEVEL OF SERVICE DEFINITIONS BASED ON TRAVEL SPEED

ARTERIAL CLASS	I	II	III
RANGE OF FREE FLOW SPEEDS (mph)	45 to 35	35 to 30	35 to 25
TYPICAL FREE FLOW SPEED (mph)	40	35	27
LEVEL OF SERVICE	AVERAGE TRAVEL SPEED (mph)		
A	≥ 35	≥ 30	≥ 25
B	≥ 28	≥ 24	≥ 19
C	≥ 22	≥ 18	≥ 13
D	≥ 17	≥ 14	≥ 9
E	≥ 13	≥ 10	≥ 7
F	< 13	< 10	< 7

Level of Service A: Primarily free-flow operations at average travel speeds, usually about 90 percent of the free flow speed for the arterial class. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Stopped delay at signalized intersections is minimal.

Level of Service B: Reasonably unimpeded operations at average travel speeds, usually about 70 percent of the free flow speed for the arterial class. The ability to maneuver within the traffic stream is only slightly restricted and stopped delays are not bothersome. Drivers are not generally subjected to appreciable tension.

Level of Service C: Stable operations. However, ability to maneuver and change lanes in mid-block locations may be more restricted than in LOS B, and longer queues and/or adverse signal coordination may contribute to lower average travel speeds of about 50 percent of the average free flow speed for the arterial class. Motorists will experience an appreciable tension while driving.

Level of Service D: Borders on a range on which small increases in flow may cause substantial increases in approach delay and, hence, decreases in arterial speed. This may be due to adverse signal progression, inappropriate signal timing, high volumes, or some combination of these. Average travel speeds are about 40 percent of free flow speed.

Level of Service E: Significant approach delays and average travel speeds of one-third the free flow speed or lower. Such operations are caused by some combination of adverse progression, high signal density, extensive queuing at critical intersections, and inappropriate signal timing.

Level of Service F: Extremely low speeds below one-third to one-quarter of the free flow speed. Intersection congestion is likely at critical signalized locations, with high approach delays resulting. Adverse progression is frequently a contributor to this condition.

Source: Highway Capacity Manual, Special Report 209, Transportation Research Board, 1980.

Although the two methodologies for calculating the LOS differ, there is usually a good correlation between the LOS calculated using either method of analysis. It is only when high levels of congestion occur that differences between the two methodologies may be more apparent. As an example, using the *1985 Highway Capacity Manual* methodology, an intersection may be operating at a LOS F, with poor traffic progression, many signal cycle failures and vehicle delays above 60 seconds per vehicle; however, the v/c ratio could be below one, which would mean a LOS E using the *Critical Lane Analysis* methodology. Conversely, using the *1985 Highway Capacity Manual* methodology, an intersection may be operating at LOS D, with an efficient signal progression handling large traffic volumes; however, the v/c ratio could be above 0.9, which would mean a LOS E using the *Critical Lane Analysis* methodology.

PEDESTRIAN ANALYSIS

Pedestrian LOS were calculated using the Pushkarev and Zupan's *Urban Space for Pedestrians* (MIT Press, 1975). For pedestrian crosswalks, pedestrian flow rates, or the number of pedestrians passing a point per unit of time, are the basis for the flow regime designation. The flow rate is calculated using the width of the crosswalk and the number of pedestrians using the crosswalk per peak 15-minute period. Qualitatively, the flow regime indicates the "freedom to choose desired speeds and to bypass others." Table C-3 (page A.10) shows the relationship between pedestrian flow rates and the flow regimes (categories) used to describe levels of operation. Figure C-1 (pages A.11 and A.12) shows photographs of pedestrian conditions that correspond to the flow regimes.

TABLE C-3
PEDESTRIAN FLOW REGIMEN

FLOW REGIME	CHOICE	CONFLICTS	FLOW RATE (p/f/m) ^a
Open	Free Selection	None	less than 0.5
Unimpeded	Some Selection	Minor	0.5 to 2.0
Impeded	Some Selection	High Indirect Interaction	2.1 to 6.0
Constrained	Some Restriction	Multiple	6.1 to 10.0
Crowded	Restricted	High Probability	10.1 to 14.0
<u>Design Limit - Upper Limit of Desirable Flow</u>			
Congested	All Reduced	Frequent	14.1 to 18.0
Jammed	Shuffle Only	Unavoidable	Not applicable ^b

Notes: ^a p/f/m = Pedestrians per foot of effective sidewalk width per minute.

^b For Jammed Flow, the (attempted) flow rate degrades to zero at complete breakdown.

Source: *Urban Space for Pedestrians*, MIT Press, 1976, Cambridge, MA.

JAMMED FLOW. Space per pedestrian in this view is about 3.8 sq ft (0.35 m²). This is representative of the lower half of the speed-flow curve, where only shuffling movement is possible and even the extremely un-

comfortable maximum flow rate of 25 people per min per ft (82 per m) of walkway width cannot be attained due to lack of space. Photograph by Louis B. Schlivek.



The threshold of **CONGESTED FLOW**. The first eleven people in the view have about 16 sq ft (1.5 m²) per person, corresponding to a flow rate of about 15 people per min per ft (49 per m) of walkway width. The beginnings of congestion are evident in bodily conflicts affecting at least three of the walkers, and in blocked opportunities for walking at a normal pace.



The onset of **CROWDED FLOW**, with an average of about 24 sq ft (2.2 m²) per person, or a flow rate of about 10 people per min per ft (33 per m) of walkway width. Choice of speed is partially restricted, the probability of conflicts is fairly high, passing is difficult. Voluntary groups of two, of which two can be seen in the picture, are maintained, but cause interference. Note also some overflow into the vehicular roadway in the background.



The midpoint of the **CONSTRAINED FLOW** range, with about 30 sq ft (2.8 m²) per person, or a flow rate of about 8 people per min per ft (26 per m) of walkway width. The choice of speed is occasionally restricted, crossing and passing movements are possible, but with interference and with the likelihood of conflicts. The man in the dark suit seems to be able to cross in front of the two women in the foreground quite freely, but in the background near the curb people are having difficulty with passing maneuvers.

Case No. 94.618E 1000 Van Ness Avenue



The borderline between IMPEDED and UNIMPEDED FLOW, with about 130 sq ft (12 m^2) per person, or a flow rate of about 2 people per min per ft (6.5 per m) of walkway width. Individuals as well as couples visible in this view have a choice of speed and direction of movement. This rate of flow is recommended for design of outdoor walkways in office districts and other less dense parts of downtown areas.



The midpoint of the IMPEDED FLOW range, with about 75 sq ft (6.9 m^2) per person, or a flow rate of about 4 people per min per ft (13 per m) of walkway width. Physical conflicts are absent, but pedestrian navigation does require constant indirect interaction with others. This rate of flow is recommended as an upper limit for the design of outdoor walkways in shopping districts and other dense parts of downtown areas.



The uneven nature of UNIMPEDED FLOW. While the people walking in the plaza—which is 17 ft (5.2 m) wide, compared to 23 ft (7 m) in the preceding picture—have almost 130 sq ft (12 m^2) per person on the average, the space allocation for the eight individuals in the foreground is closer to 70 sq ft (6.4 m^2). Thus, indirect interaction with others is still quite frequent in the upper range of UNIMPEDED FLOW.



Lower range of UNIMPEDED movement, approaching OPEN FLOW. About 350 sq ft (32.2 m^2) per person, or a flow rate of less than 1 person per min per ft (3.3 per m) of walkway width. Complete freedom to select the speed and direction of movement; individuals behave quite independently of each other. For a design standard based solely on pedestrian density, this amount of space can be considered excessive.

91 Space Related to Speed and Flow

APPENDIX D: AIR QUALITY

TABLE D-1
SAN FRANCISCO AIR POLLUTANT SUMMARY, 1991-1994^b

POLLUTANT	STANDARD	Monitoring Data by Year ^d			
		1991	1992	1993	1994
OZONE (O ₂)					
Highest 1-hr average, ppm ^b	0.09 ^c	0.05	0.08	0.08	0.06
Number of standard excesses		0	0	0	0
CARBON MONOXIDE (CO)					
Highest 1-hr average, ppm	20.0 ^c	8.0	8.0	7.0	8.0
Number of standard excesses		0	0	0	0
Highest 8-hr average, ppm	9.0 ^c	6.4	5.0	4.4	4.4
Number of standard excesses		0	0	0	0
NITROGEN DIOXIDE (NO ₂)					
Highest 1-hr average, ppm	0.25 ^c	0.09	0.08	0.05	0.09
Number of standard excesses		0	0	0	0
SULFUR DIOXIDE (SO ₂)					
Highest 1-hr average, ppm	0.25 ^c	0.011	0.012	0.005	0.005
Number of standard excesses		0	0	0	0
PARTICULATE MATTER (PM-10)					
Highest 24-hr average, ug/m3	50 ^c	<u>109</u>	<u>81</u>	<u>69</u>	<u>93</u>
Number of standard excesses ^e		15	9	5	6
Annual Geometric Mean, ug/m3	30 ^c	29.6	27.6	25.1	24.7
LEAD					
Highest 30-day average, ug/m3	1.5 ^d	0.05	0.02	0.02	0.03
Number of standard excesses		0	0	0	0

Underlined values indicate violation of standards.

Notes: ^a CO data were collected at the BAAQMD monitoring station at 939 Ellis Street; all other data were collected at the Arkansas Street Station.

^b ppm = parts per million; ug/m3 = micrograms per cubic meter.

^c State standard, not to be exceeded.

^d State standard, not to be equalled or exceeded.

^e Measured every sixth day.

Source: California Air Resources Board, *California Air Quality Data*, Vols. XXIII-XXVI, 1992-1995.

PLACE
POSTAGE
HERE

Department of City Planning
Office of Environmental Review
1660 Mission Street, 5th Floor
San Francisco, CA 94103

Attn: Barbara Sahm, Environmental Review Officer
94.615E - Kearny Street/Columbus Avenue Project

PLEASE CUT ALONG DOTTED LINE

RETURN REQUEST REQUIRED FOR FINAL
ENVIRONMENTAL IMPACT REPORT

REQUEST FOR FINAL ENVIRONMENTAL IMPACT REPORT

TO: Department of City Planning,
Office of Environmental Review

Please send me a copy of the Final EIR.

Signed: _____

Print Your Name and Address Below
